joint BCC | City of Springfield

AGENDA COVER MEMO

Memo Date: June 6, 2011
Fourth Reading Date: June 20, 2011

TO: Board of County Commissioners

DEPARTMENT: Public Works, Land Management Division, Planning Department

PRESENTED BY: Mark Rust, AICP, Associate Planner

AGENDA ITEM TITLE: FIFTH READING/DELIBERATIONS/In The Matter Of Amending The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) To Adopt The *Springfield 2030 Refinement Plan Residential Land and Housing Element* And To Establish A Separate Springfield Urban Growth Boundary (UGB) Pursuant To ORS 197.304 And Adopting Savings And Severability Clauses. (Applicant: City of Springfield; File No. PA 09-6018) (Mark Rust, AICP, Associate Planner)

I. MOTION

Move Fifth Reading, with the option to adopt/not adopt the following Ordinance No. PA 1274:

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (Metro Plan) TO ADOPT THE SPRINGFIELD 2030 REFINEMENT PLAN RESIDENTIAL LAND USE AND HOUSING ELEMENT AND TO ESTABLISH A SEPARATE SPRINGFIELD URBAN GROWTH BOUNDARY PURSUANT TO ORS 197.304.

II. AGENDA ITEM SUMMARY

The board is being asked to conduct a joint meeting with the City of Springfield City Council to deliberate the proposed plan amendments

On May 16, 2011, the Springfield City Council and Lane County Board of Commissioners concluded the public hearing and left the record open through May 31, 2011. The City Council and Lane County Board of Commissioners are asked to review the proposed policies to address Springfield's housing needs and to 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.

Springfield has completed its analysis of housing needs (the *Springfield Residential Land and Housing Needs Analysis* - Attachment 3). 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 2). Finally, Springfield has prepared a tax lot-specific map of the proposed Springfield UGB (Attachment 4). Ordinance Exhibit A (Attachment 2) has been revised in response to the testimony received.

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.

No UGB expansion is proposed as part of this proposed action.

ATTACHMENTS

1. City of Springfield Briefing Memo: Response to testimony
2. City of Springfield Ordinance
3. Ord. Exhibit A: Springfield 2030 Refinement Plan Residential Land Use and Housing Element June 2, 2011
4. Ord. Exhibit B: Technical Supplement - Springfield Residential Land and Housing Needs Analysis April 2011 (RLHNA)
5. Ord. Exhibit C: Springfield Urban Growth Boundary Map April 5, 2011 (a tax lot-specific map of the acknowledged Metro Urban Growth Boundary east of I-5)
6. Ord. Exhibit D: List of tax lots that are adjacent to and inside, or split by the UGB April 5, 2011
7. Ord. Exhibit E: Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary April 5, 2011.
8. Testimony received from Lane County Homebuilders Association (LCHBA)
9. Lane County Ordinance PA 1274

MEMORANDUM **City of Springfield**

Date:	6/20/2011	**COUNCIL**
To:	Gino Grimaldi	**BRIEFING**
From:	Linda Pauly, DSD	**MEMORANDUM**
Subject:	SPRINGFIELD 2030 REFINEMENT PLAN: ADOPTION OF AMENDMENTS TO THE *EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN* TO COMPLY WITH HB3337 (ORS 197.304) - Response to Testimony	

ISSUE: At the May 16, 2011 meeting, the Springfield City Council and Lane County Board of Commissioners concluded the public hearing on the proposed Metro Plan Amendments: Springfield's analysis of housing needs (the *Springfield Residential Land and Housing Needs Analysis*), proposed residential land use and housing policies (the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*) and a tax lot specific Urban Growth Boundary (UGB). At the request of the Lane County Homebuilders Association, the record was left open until May 31, 2011. This memorandum provides staff's response to the written testimony submitted on May 31, 2011 by the Lane County Homebuilders Association and to oral testimony from Steve Tofflemoyer.

A. Written testimony submitted on May 31, 2011 from Roxie Cuellar, P. O. Box 668, Yachats, OR 97498 representing the Home Builders Association of Lane County (Attachment 8)

In her letter dated May 31, 2011, Ms. Cuellar submitted testimony addressing a subset of lands included in the buildable land inventory. Ms. Cuellar questions whether flatter areas (with slopes less than 25 percent) that are surrounded by and accessed via steeper slopes (slopes greater than 25 percent) should be considered buildable for inventory purposes. The map submitted by Ms. Cuellar depicts these areas in a map entitled "Springfield Slope Overview." These sloped areas are discussed further in a letter from Douglas P. Schwin, PE, Poage Engineering & Surveying, Inc., dated May 31, 2011. In Ms. Cuellar's letter she states that 202 acres of land "have been erroneously included in the calculation of the buildable land supply," and

- "The streets that must be constructed on the slopes exceeding 25%, and more typically exceeding 35%, qualify as residential purposes under the rule."
- "Excessively steep slopes are not suitable for the construction of residential streets for two reasons: (1) the soil contains a clay component that is subject to slippage; and (2) the slopes prevent access by fire equipment."
- "lands accessible only by the construction of roads on slopes exceeding 25% should not have been included in the Springfield residential land supply."
- "Removal of these acres results in a deficient supply of residential land."

This memorandum provides findings to demonstrate that the lands included in the City's residential buildable lands inventory are consistent with the applicable statutes and administrative rules governing buildable land inventories.

ORS 197.296 (3) states:

In performing the duties under subsection (2) of this section, a local government shall:

(a) **Inventory the supply of buildable lands** within the urban growth boundary and determine the housing capacity of the buildable lands.

Definitions of "Buildable Land."

ORS 197.296 (4)(a) states:

> For the purpose of the inventory described in subsection (3)(a) of this section, **"buildable lands"** includes:
>
> (A) Vacant lands planned or zoned for residential use;
>
> (B) Partially vacant lands planned or zoned for residential use;
>
> (C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and
>
> (D) Lands that may be used for residential infill or redevelopment.
>
> (b) For the purpose of the inventory and determination of housing capacity described in subsection (3)(a) of this section, the local government must demonstrate consideration of:
>
> (A) The extent that residential development is prohibited or restricted by local regulation and ordinance, state law and rule or federal statute and regulation;
>
> (B) A written long term contract or easement for radio, telecommunications or electrical facilities, if the written contract or easement is provided to the local government; and
>
> (C) The presence of a single family dwelling or other structure on a lot or parcel.

OAR 660-008-0005 (2) defines **"buildable land"** and identifies the constraints that deem land to be unsuitable for residential uses:

> **"Buildable Land"** means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered "suitable and available" unless it:
>
> (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;
>
> (b) Is subject to natural resource protection measures determined under statewide Planning Goals 5, 15, 16, 17, or 18;
>
> (c) Has slopes of 25 percent or greater;
>
> (d) Is within the 100-year flood plain; or
>
> (e) Cannot be provided with public facilities.
>
> (6) "Redevelopable Land" means land 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.

Findings:

1. **The City's assessment of buildable lands** assumes the following constraints on the buildable land supply:

Assumed Constraints - Residential Land[1]

Unbuildable, Not Serviceable Land: Tax lots or areas within tax lots with one or more of the following attributes:

- Floodway
- Wetlands
- Riparian resource areas and setbacks
- **Areas with severe landslide potential (DOGAMI map)**
- **Slopes greater than 25%**
- Easements containing a 230KV transmission line
- Small irregularly shaped lots
- Publicly owned land

1. The City's inventory of residential buildable lands includes vacant and semi vacant lands with slopes of 25 percent or less. This is consistent with the definitions of "buildable land" as described in ORS 197.296 (3)(a) and (4)(a) and LCDC's administrative rules implementing Goal 10 (OAR chapter 660, division 8).

2. The City excluded lands with mapped (DOGAMI) severe landslide potential, land within the 100-year flood plain land, land subject to natural resource protection measures determined under statewide Planning Goals 5, 15, 16, 17, or 18 and other constraints.

3. The inventoried lands identified in the documentation submitted by Ms. Cuellar are already planned and zoned for residential use. These lands are designated residential in the acknowledged Metro Plan, and are zoned for residential development in the Springfield Development Code.

4. The City's buildable lands inventory includes lands located in hillside districts where the topography provides flatter "benches" of lands (slopes less than 25 percent) with steeper slopes (slopes greater than 25 percent) above and/or below them.

5. The ORS and OARs do not identify flat slopes or benches surrounded by steep slopes as unbuildable. Taking these lands out of the inventory would be an exclusion that is not included in the Oregon Administrative Rules. The City has neither examples nor legal precedent to support taking these lands out of the inventory.

6. Changing the classification of these lands from buildable to unbuildable would invalidate the results of the *Springfield Residential Land and Housing Needs Analysis* and would be inconsistent with the planning process to date.

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[1] *Springfield Residential Land and Housing Needs Analysis*, page 10

7. Selection of the slopes constraints to be applied in Springfield was established through a Residential Lands Study planning process that included review and input from a Residential Lands Stakeholder Committee, a Technical Advisory Committee (Public Works staff, transportation agency staff, utility service providers, park and recreation district staff), Springfield Planning Commission and City Council. The City Council adopted the needs assessment by resolution in December 2009.

8. The City's Springfield Development Code has a Hillside Overlay Zoning District applicable to development on slopes greater than 15 percent or above 670 feet elevation.

9. The Springfield Development Code (Hillside Development Overlay District) includes mechanisms that allow density transfers and clustering to utilize sloped lands more efficiently.

10. Development of housing or streets that occurs on slopes greater than 25 percent does not/will not consume lands classified and counted as "buildable" acres in the inventory.

11. Springfield chose to be more conservative than other Oregon cities and chose not to include lands with slopes greater than 25 percent as buildable lands. Other Oregon cities endowed with sloped lands have chosen to include steeper sloped lands in their buildable lands inventories (Brookings, Ashland, The Dalles).

    OAR 660-008-0005 (2) (e) allows cities to exclude lands that "Cannot be provided with public facilities."

12. **The City does not have a factual basis to make a finding that the lands identified by Ms. Cuellar cannot be provided with public facilities, thus the City's analysis does not assume nor classify lands with slopes less than 25 percent that are surrounded by or accessible by steeper slopes as "Unbuildable, Not Serviceable Land" unless such lands are constrained by other features.** [2] The Residential Lands Study/Springfield 2030 Refinement Plan process was informed by a technical advisory committee including service providers that included staff from Springfield Utility Board, ODOT, Willamalane, etc. These providers gave input into the process and have informed the City that they can and will provide service to these areas upon annexation.

13. Some areas identified in the map submitted by Ms. Cuellar are already annexed and have approved public facilities in place or approved public facilities plans. Springfield has existing neighborhoods of developed hillside residential areas on land sloped 15 percent or less and/or surrounded by slopes in excess of 25 percent. The City finds that these areas are serviceable.

14. **The Springfield Development Code allows and regulates residential development in hillside areas and provides flexible standards for infrastructure improvements to meet the terrain.** Springfield Development Code (SDC) Section 3.3-500 Hillside Development Overlay District addresses construction of housing areas on sloped lands. SDC 3.3-505 clearly states the objectives for Springfield's regulation of hillside development and sets forth the standards for development on slopes. The Hillside Development (HD) Overlay District is

[2] *Springfield Residential Land and Housing Needs Analysis*, page 10

"established to ensure that development in hillside areas: minimizes potential for earth movement and resultant hazards to life and property; protects water quality by minimizing soil erosion and siltation; retains and protects natural vegetation, natural water features and drainageways, scenic quality and open space by minimizing vegetation removal in sloped areas; assures the compatibility of new development with surrounding areas; encourages site and building design that is consistent with the natural topography in order to minimize the cost of providing public infrastructure; provides for adequate access for emergency services; and otherwise protects the public health and safety."

The Code includes development standards for slopes less than 15%, 15-25%, 25-35% and over 35%, establishes minimum lot sizes and allows density transfers from steeper to flatter slopes. The Code also includes provisions for modification of standards to allow efficient and safe utilization of the hillside land supply.[3]

15. SDC 3.3-520 Street Grade Standards states: A. Streets shall be contoured in hillside areas to minimize environmental and scenic disruption. B. Street grades may exceed the 12 percent local street standard...only where topographical conditions make it impractical to meet the 12 percent standard.[4] Exception: Lots/parcels created prior to the adoption of the Comprehensive Zoning Code, 1982.

16. Some of the lands identified by Ms. Cuellar as unsuitable for development are within the Springfield city limits and within platted subdivisions. Some of these lands already have approved master plans and subdivision plans with public and private improvements already in place. Other lands in have similar topography and soils.

17. A few examples of recent hillside residential development under the City's Springfield Development Code 3.3-500 Hillside Overlay District are the MountainGate Master Plan Site and the River Heights Subdivision. The following information about these developments was provided by James Donovan, Planning Supervisor Urban Planning Division:

Recent Hillside Residential Development in Springfield: MountainGate

- MountainGate Master Plan Development, File #1995-02-39, approved approximately 670 residential units on a 330 acre site using hillside development standards of increased lot sizes, density transfer and specially engineered public infrastructure for varying slope and soil types.

- Serial Property Line Adjustment Approval reconfigured 6 pre-existing properties into 6 phases of development.

- MountainGate Subdivision Phase 3, File #SUB2003-00063, with associated Master Plan, Hillside Development Overlay District and Tree Felling Applications is a typical example of the MTGT development scenario. Phase 3 received subdivision approval for 109 lots on 72 acres of the 330 acre MountainGate site.

[3] Springfield Development Code page 170
[4] Springfield Development Code pages 167-168

- MTGT Phase 3 included the following terrain:

0-15%	3,638,626 sq.ft. 83.5 ac	25.3%
15-25%	4,078,558 sq.ft. 93.6 ac	28.3%
25-35%	2,449,798 sq.ft. 56.2 ac	17.0%
35+%	4,221,780 sq.ft. 96.9 ac	29.3%

- Park Drive from Mtgate Drive to S. 67th Street crossed all slopes and remained within 18% slope limitations. (See HDPhase3)

Recent Hillside Residential Development in Springfield: River Heights

- River Heights Subdivision: File #SUB2006-00006

- Subdivision Approval for 59 lots on the approximately 33 acre "Moe Mountain" site.

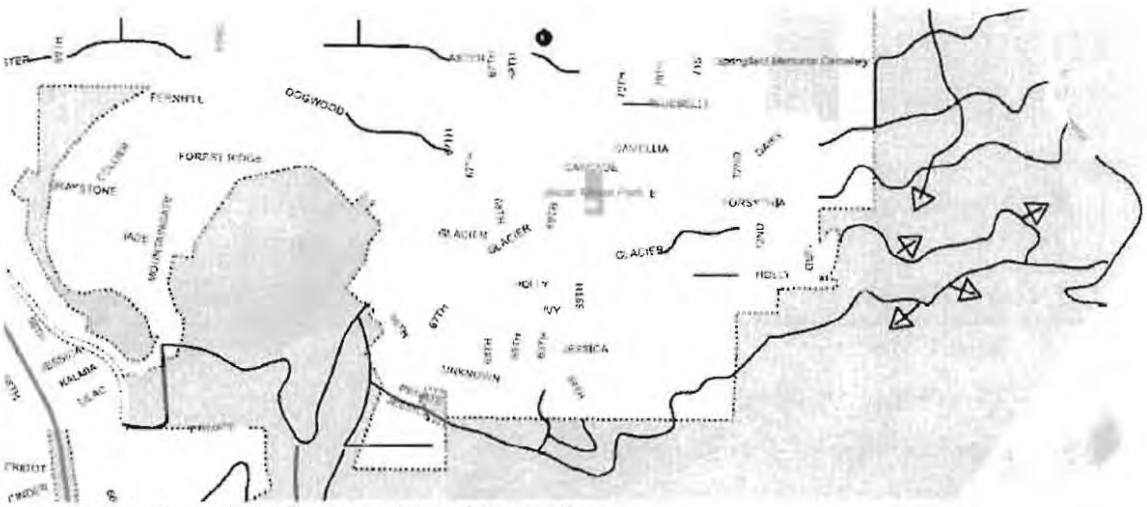
- River Heights terrain included the following distribution of slopes:

S<15%	*10.9 ac*
15%<S<35%	*15.5 ac*
S>35%	*8.6 ac*

- No density transferred occurred due to the lack of flatter slopes, all lots met hillside standard minimum lot sizes.

- River Heights Drive and all street connections (including access to the RWD Water Tank site) crossed all slopes and met maximum slope limitations.

18. The City's Conceptual Local Street Map depicts planned access street connectivity concepts for lands in the Thurston South
Hills:



excerpt from Springfield Conceptual Local Street Map

Note to Brenda - Please insert Exhibit 1A pdf after this page

19. The City Engineer has reviewed the letter submitted from Poage Engineering. City Engineer Ken Vogeney provided a response to the engineering issues in the LCHBA/Poage testimony:

MEMORANDUM **City of Springfield**

Date:	June 3, 2011
To:	Linda Pauly, Planning Supervisor
From:	Ken Vogeney, PE, City Engineer
Subject:	Response to Submittal from the Home Builders Association of Lane County dated May 31, 2011

On May 31, 2011, the Home Builders Association of Lane County submitted written testimony into the public record for the Springfield 2030 Refinement Plan adoption, File numbers LRP 2009-00014, LRP2009-00012. Included in that testimony are comments concerning slope stability and the constructability of public roads on steep land. This memorandum provides a staff response to these comments.

A. Letter from Roxie Cuellar, Consultant, dated May 31, 2011

a. MountainGate Subdivision

Ms. Cuellar states that the presence of silty clay loam soil "resulted in the slippage of the street serving as the east entrance to Mountaingate Subdivision in the Thurston Hills that caused damage to homes on the downward slope of 67th Street." This statement does not accurately characterize the situation of what occurred with the road and slope in question. The slope stability concerns that arose for the City during the construction of the MountainGate Phase 3B subdivision resulted from noncompliant construction materials and methods, not from the underlying soil types. In addition, the minor slides that did occur remained on site and did not cause damage to the downslope homes.

b. Clay Soils

Ms. Cuellar states that the excessively steep slopes are not suitable for street construction because of a "clay component that is subject to slippage." From the map submitted by Ms. Cuellar titled "Springfield Soils with Clay Components," the Thurston Hills are shown as having silty clay loam soil. This map also depicts this soil type in numerous other locations around Springfield, some of which include recent development on hillside lands with slopes exceeding 25%, such as the MountainGate Subdivision, Westwind Estates Subdivision, River Heights Subdivision, and the EWEB Water Filtration Plant. Each of these developments occurred through giving due consideration to the existing constraints of the sites and incorporating or mitigating those constraints through the development process.

B. Letter from Douglas P. Schwin, PE, Poage Engineering & Surveying, Inc., dated May 31, 2011

a. Interconnectivity across steep slopes

Mr. Schwin states that the steep slopes of greater than 25% separating the flatter areas with slopes of less than 25% will prevent the construction of interconnecting streets at 600 foot block length intervals. Section 4.2-115A of the Springfield Development Code provides an exemption to the 600 foot maximum block length in consideration of topography and physical features, including steep slopes. Two recent examples of hillside developments with block lengths exceeding 600 feet are the MountainGate Subdivision and the River Heights Subdivision, both of which were also reviewed and approved by the Springfield Fire and Life Safety Department.

b. Access across steep slopes

Mr. Schwin states that the City's maximum street grade standards in Section 3.3-525B of the Springfield Development Code will require that new roads be contoured across the areas with slopes that exceed 25% to reach lands with slopes less than 25%. This statement is accurate. Also Section 3.3-525A requires that "streets be contoured in hillside areas to minimize environmental and scenic disruption." This development practice has been used in Springfield for many years, as evidenced in the development of Kelly Butte, as well as in recent developments such as MountainGate and River Heights.

c. Access across multiple property ownerships

Mr. Schwin states that constructing the contoured roads will often result "in a street that crosses one or more property lines... meaning that multiple owners would need to participate in the development." This constraint exists with providing planned access to developed and undeveloped lands throughout the City, not just in hillside areas. Further, land ownership is not a factor considered in preparing a buildable lands inventory.

d. Constructing Switchbacks

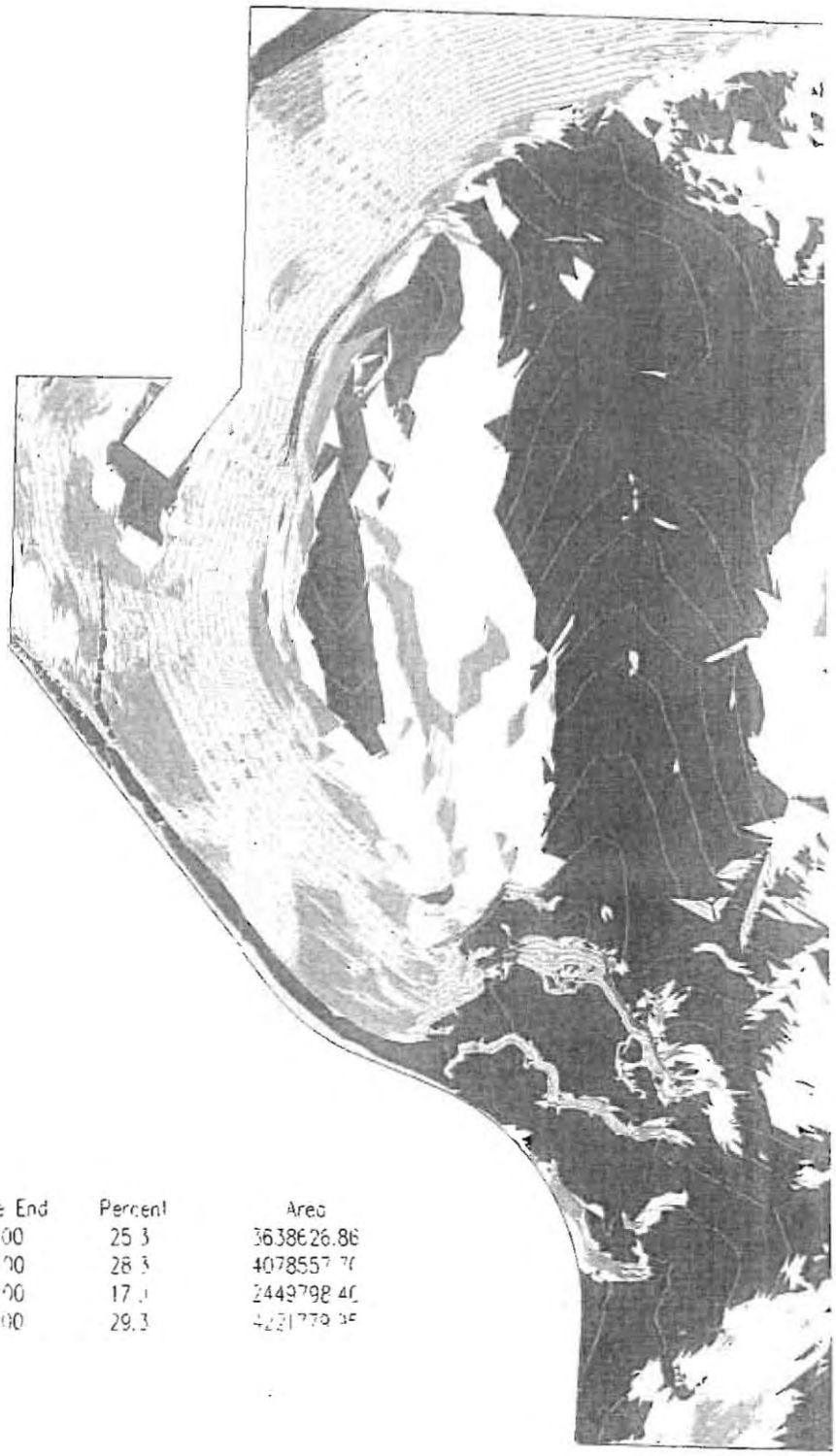
Mr. Schwin states that it "would not be possible" to construct switchbacks up the slopes because of "the excessive cuts and fills that would be required." The City does not require that switchbacks be used to cross a slope. The design of a particular road and the location and method for crossing a slope are evaluated during the development review process, taking into account the various constraints that may exist. Constructing switchback roads may be appropriate in some locations and not appropriate in others.

e. Impacts on Slopes from Road Construction

Mr. Schwin states meeting the City's street design requirements across a 35% slope "would require a total foot print of 100 feet or more." It is accurate that the foot prints for cut and fill slopes for street construction often extend beyond the limits of the typical street right-of-way and will result in more disturbances to the hillside than if the street were not constructed. In many cases where cut and fill slopes extend beyond the typical street right-of-way, slope easements are used on the abutting lots to provide for operation and maintenance purposes. The land encumbered by these slope easements is included in determining compliance with the minimum lot size standards in hillside areas in Section 3.3-520 of the Development Code. In addition, Section 3.3-535 of the Development Code authorizes the Director to modify certain design standards and requirements in hillside development areas to "minimize land and soil disturbance and minimize impervious surface areas." It should also be noted that 2:1 cut and fill slope construction is one method of constructing roads across steep slopes. Retaining walls and other engineered structures are commonly used to support roads on slopes.

f. Excavation into Bedrock

Mr. Schwin states that street and utility construction would likely have to be cut into bedrock while crossing the steeper slopes. While excavation and trenching through bedrock is generally more costly than excavation through soil, standard engineering practice for constructing embankment fills includes excavating benches into the underlying bedrock to ensure the structural stability of the embankment. In many areas in the Thurston Hills, the bedrock can be excavated using standard construction equipment. In some locations in both MountainGate and in River Heights, the contractors used controlled blasting techniques to fracture the bedrock for utility and road bed construction.



olor	Range Beg	Range End	Percent	Area
■	0.00	15.00	25.3	3638626.86
	15.00	25.00	28.3	4078557.70
	25.00	35.00	17.0	2449798.40
	35.00	100.00	29.3	4231779.35

SCALE: 1" = 200'

PLAN PREPARED BY
THE FAVREAU GROUP
CIVIL ENGINEERING
2063 MUSKET STREET
EUGENE, OR 97403 (541) 683-7048

DATE: 11-21-03

DATE	BY	DESCRIPTION	APP

REVISIONS

SLOPE ANALYSIS PLAN

MOUNTAINGATE SUBDIVISION

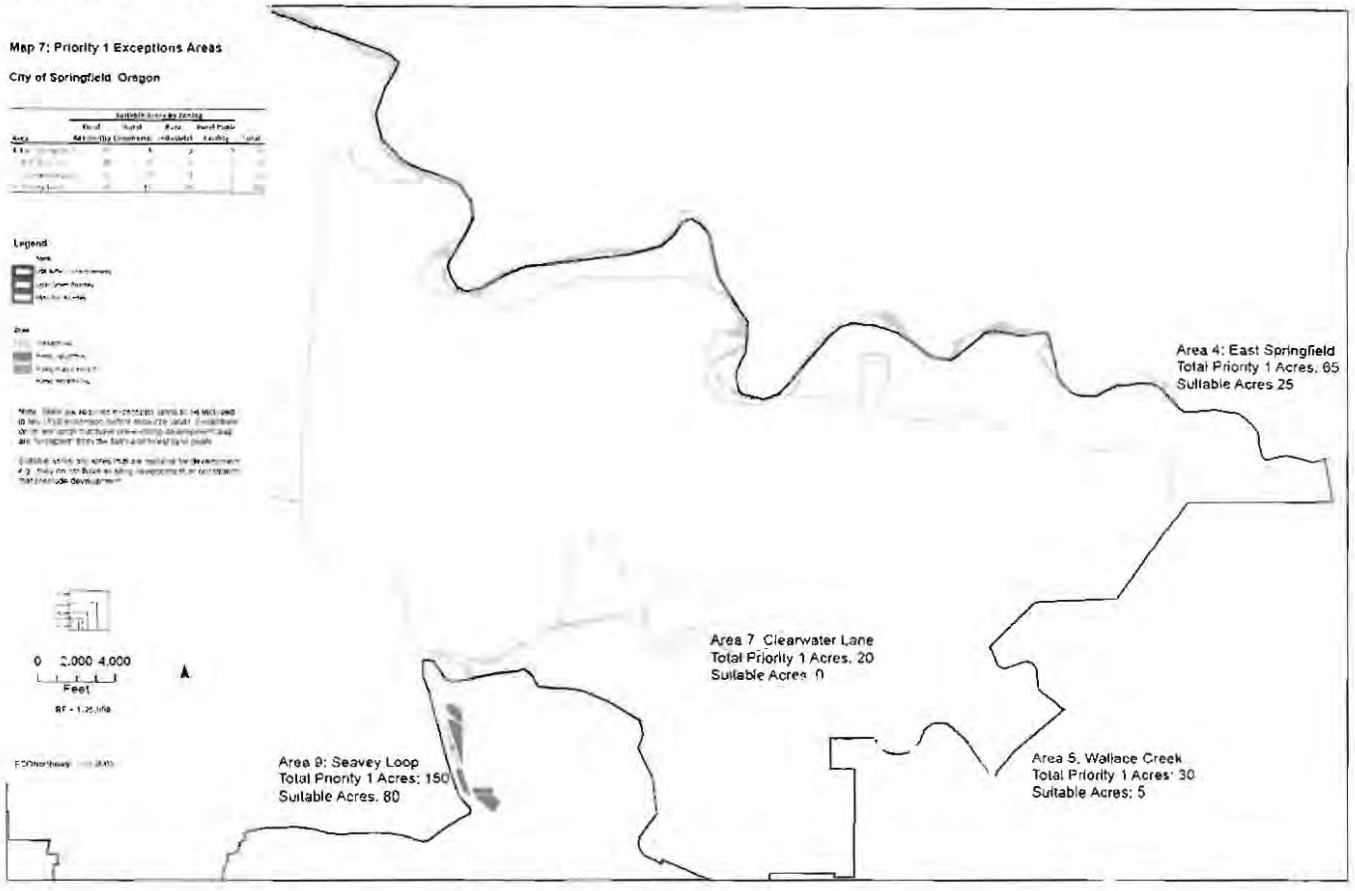
CITY OF SPRINGFIELD

SHEET 1 OF 1

Response to other issues identified by Ms. Cuellar:

Issue	Response
"Removal of these acres results in a deficient supply of residential land."	The City has completed its analysis of housing needs and has found that with the redesignation of 28 acres of land in Glenwood to meet the projected need for high density housing, the City has a sufficient supply of land to meet housing needs for the plan period 2010-2030. The capacity analysis shows a surplus of 378 acres in the Low Density residential category. If and when a future housing needs determination demonstrates that housing demand exceeds capacity the City must take action in accordance with ORS 197.296 (6). *If the housing need determined pursuant to subsection (3)(b) of this section is greater than the housing capacity determined pursuant to subsection (3)(a) of this section, the local government shall take one or more of the following actions to accommodate the additional housing need:* *(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process, the local government shall consider the effects of measures taken pursuant to paragraph (b) of this subsection. The amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;* *(b) Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or* *(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.* Since the City's housing needs determination did not demonstrate that housing demand exceeds capacity, the City has not taken additional steps to calculate the effects on the buildable land supply of adopting new land use efficiency measures to increase densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary as required by ORS 197.296 (3)(b). Any future proposal to expand the UGB for residential purposes would need to include this additional analysis.
LCHBA members desire a UGB expansion onto flat land to build single family detached housing	The Lane County Homebuilders Association have stated in their testimony and in meetings with City staff that the builders they represent would like to see the UGB expanded onto flat land to build single family detached dwellings because building on sloped lands is too expensive. As part of the Goal 14 UGB Alternatives Analysis, the City analyzed and evaluated all lands surrounding the UGB. Many of flat lands adjacent to the UGB contain class 1 and 2 soils and are zoned for Exclusive Farm Use. These lands are low priority lands for UGB expansion under Goal 14. Goal 14 requires that the City first look to Marginal Lands And Exception Areas for UGB expansion, then look to lands with lower value soil types. Higher priority soils for expansion under Goal 14 are typically on the hillsides.

Priority Lands for UGB Expansion – Goal 14



Conclusion Issue A:

Springfield has demonstrated that its proposed Urban Growth Boundary, comprehensive plan and proposed residential land use and housing element policies and implementation actions will provide sufficient buildable lands for residential purposes within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.

B. Response to Oral Testimony from Steve Tofflemoyer

MEMORANDUM **City of Springfield, Oregon**

To: Springfield City Council
Lane County Board of Commissioners

From: Greg Mott, Planning Manager
Steve Hopkins, Planner III

Date: June 20, 2011

Subject: Tofflemoyer & Dilbeck properties near S 42nd and Jasper Rd.

During the May 16 joint public hearing, an issue was presented by Steve Tofflemoyer and Sandra Dilbeck regarding the location of the UGB on their property. As currently proposed, their property is adjacent, but outside the UGB. They feel this is inaccurate and allege a mistake was made in 1982 when the UGB was first established. On May 19, staff met with them on the subject property and discussed their concerns. They believe three documents support their claim of an error: a tax map from 1981, a flood map from 1985, and a Hearing Official decision from 2000.

The 1981 tax map shows the subject property inside the UGB. That map has been included in the record and can be found in the Technical Supplement for the Tax Lot-Specific Urban Growth Boundary. Refer to page 82 of Journal #2000-06-0128. The Metro Plan was acknowledged in 1982, so any Metro Plan map prior to that date was a "draft", not an acknowledged Metro Plan diagram or UGB. However, the three governing bodies and the Boundary Commission relied on the adopted 1990 Plan boundary which, though also unacknowledged, preceded the state's enactment of SB 100 and was therefore a legitimate expression of adopted public policy. The 1990 Plan boundary excluded these properties.

In 1977 and 1981, the flood maps show the property is within the floodplain. According to the Metro Plan, the location of the floodplain in 1982 was a factor in the location of the UGB on this property. In 1985, the flood map shows the property is outside the floodplain. The current flood map shows the subject property is outside the floodplain. Mr. Tofflemoyer believes this is the source of the alleged error and the UGB should have followed the 1985 flood maps. However, the UGB was initially proposed for acknowledgment in 1980 and received acknowledgment in 1982; therefore, floodplain maps updated in 1985 were not part of this earlier proposal or final acknowledgment. (This issue was addressed in the 2000 Hearing Official decision.) Additional documentation from this era establishes governmental acceptance and application of this boundary location and includes the following attachments: Lane County Boundary Commission public hearing map from 1978; the 1980 Draft Metropolitan Area General Plan diagram that shows the adopted 1990 Plan "Projected Urban Service Area Boundary" and the proposed Metro Plan UGB being coterminous at this location; and the state required changes to the 1980 draft Metro Plan diagram which did not require a change in the boundary for this location.

In 2000, Larry Dilbeck requested a formal interpretation of the UGB on the subject property. Mr. Dilbeck proposed moving the UGB approximately 1,000 feet to the south property line, which generally followed the floodplain boundary shown in the 1985 flood maps. The Hearing Official determined the proposal constituted a UGB expansion and as such, was outside the jurisdiction of the Hearing Official. Specifically, the Hearing Official concluded the following:

> "In regard to Journal number 2000-06-0128, the Springfield Hearing Official concludes that the applicant's request requires an amendment to the Metro Plan and therefore, the Hearing Official lacks jurisdiction to approve the requested interpretation of the metro plan urban growth boundary."

The decision is silent on whether an error occurred in 1982. It clarifies the difference between a plan amendment and an interpretation.

> "The Metro Plan recognizes only one process that is available to correct "errors" in the plan. That is the plan amendment process, which requires final approval by the appropriate governing bodies. The hearing official has authority to "interpret" the plan and diagram, but not the authority to correct "mistakes" in those documents. Therefore, the hearing official does not have the requisite jurisdiction to make the determination requested of the applicant."

The current UGB location is based upon two land use decisions and three annexations that have occurred since 1997 and which all determined and confirmed the UGB is properly located as proposed. The Council has three options:

1. Keep the UGB as proposed; this is consistent with past land use decisions and the conclusion of the recently adopted Residential Lands and Housing Needs Analysis;

2. Adjust the UGB up to 200 feet to the south. This adjustment could follow a future extension and connection of Dixie and Richland Streets. There are no plans to extend those streets and such an adjustment would be inconsistent with past land use decisions; however, such an action is consistent with Metro Plan policies regarding the provision of orderly and economic public services and reasonably reflects existing development; or,

3. Initiate a UGB amendment on behalf of the property owners. The conclusion of the RLHNA that there is an inventory surplus of low density residential land presents a challenging counter-point to this action. In addition, the Goal 14 analysis required for UGB amendments also presents a significant challenge because it must be found that all other land abutting the UGB is a lower priority for inclusion.

Sequence of events

1977 Flood map shows Tofflemoyer property in floodplain.

1978 Annexation request in this area shows 1990 Plan UGB in present location.

1980 Draft Metro Plan diagram proposes UGB to be located as shown on adopted 1990 Plan.

1981 Flood map shows Tofflemoyer property in floodplain.

1981 Corrections to draft Metro Plan diagram required by state does not include moving the UGB at this location.

1982 Metro Plan acknowledged.

1985 Flood map shows Tofflemoyer property outside the floodplain.

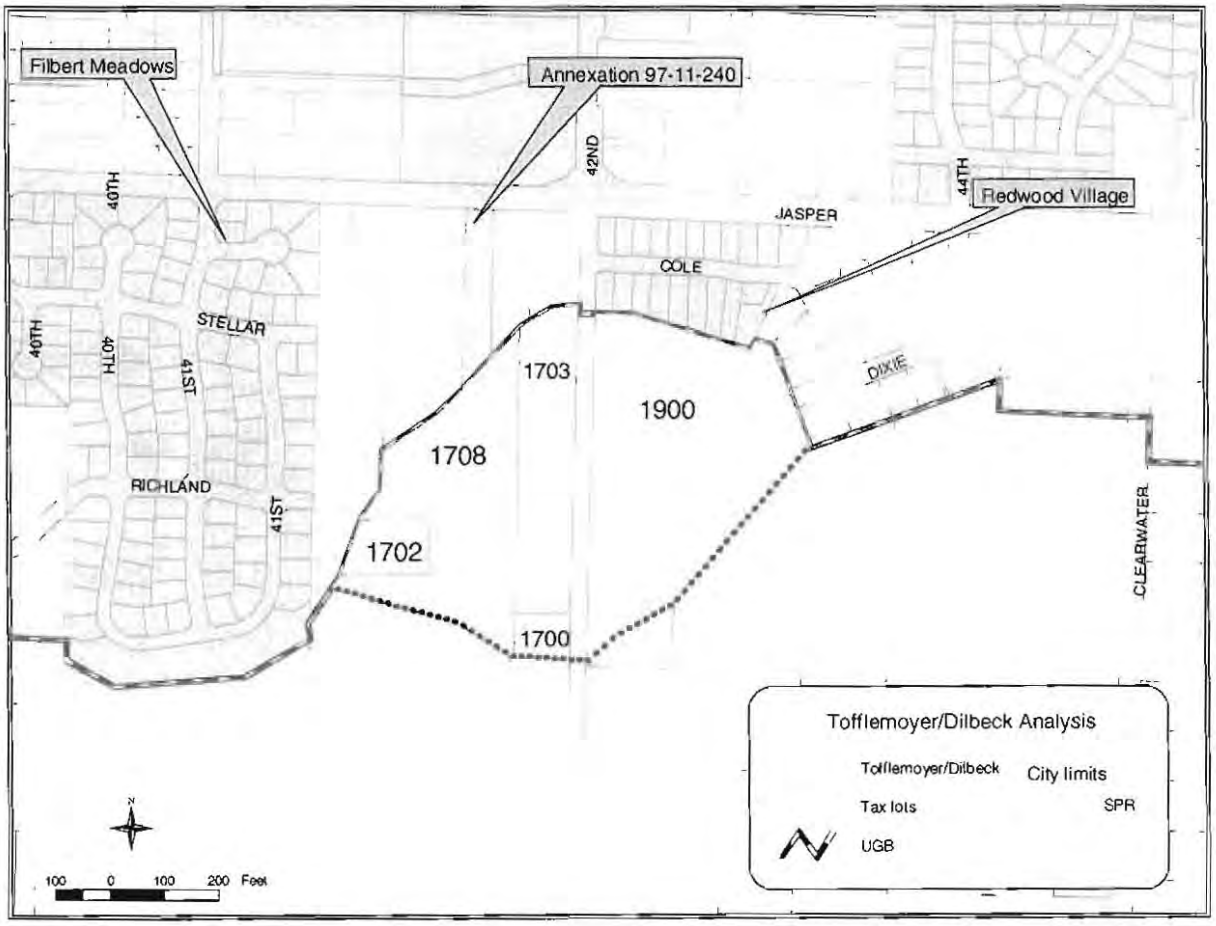
1985 Metro Plan update working paper lists this property for reconsideration.

1997 Annexation of adjacent property to the NW. Location of UGB determined.

1999 Redwood Village (subdivision & annexation). Adjacent property to the N. Location of UGB determined.

2000 Dilbeck request for a UGB determination.

2005 Filbert Meadows (subdivision & annexation). Adjacent property to the SW. Location of UGB determined.

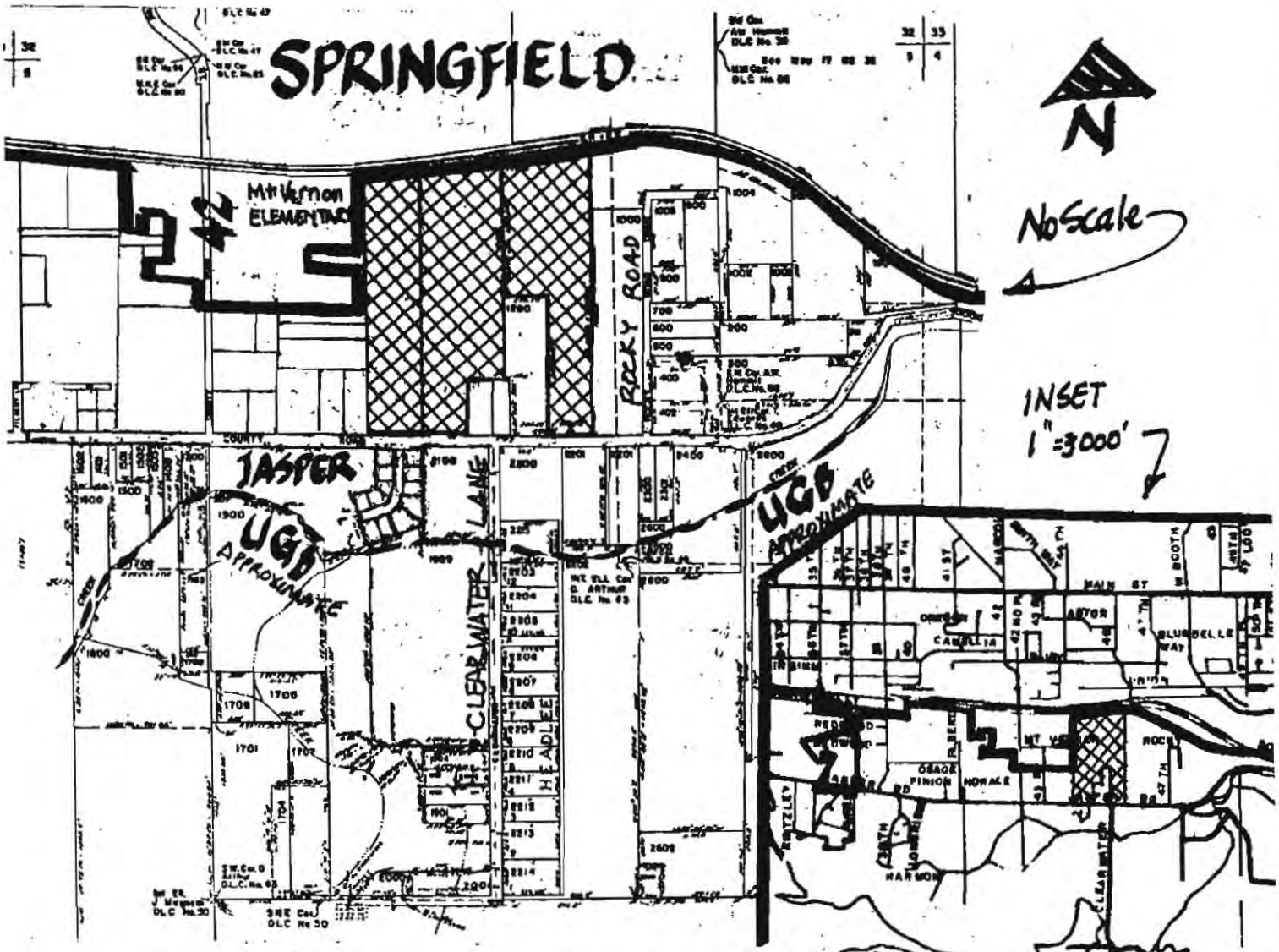


NOTICE OF PUBLIC HEARING

LANE COUNTY LOCAL GOVERNMENT BOUNDARY COMMISSION

A PUBLIC HEARING OF THE LANE COUNTY LOCAL GOVERNMENT BOUNDARY COMMISSION WILL BE HELD ON THURSDAY, SEPTEMBER 7, 1978, AT 7:30 P. M. IN THE CITY COUNCIL CHAMBERS, EUGENE CITY HALL, EUGENE, OREGON, TO CONSIDER THE FOLLOWING PROPOSAL. ANY INTERESTED PERSON MAY APPEAR AT SUCH TIME AND PLACE AND WILL BE GIVEN A REASONABLE OPPORTUNITY TO BE HEARD.

NO STUDY SESSION WILL BE HELD ON THIS ISSUE.

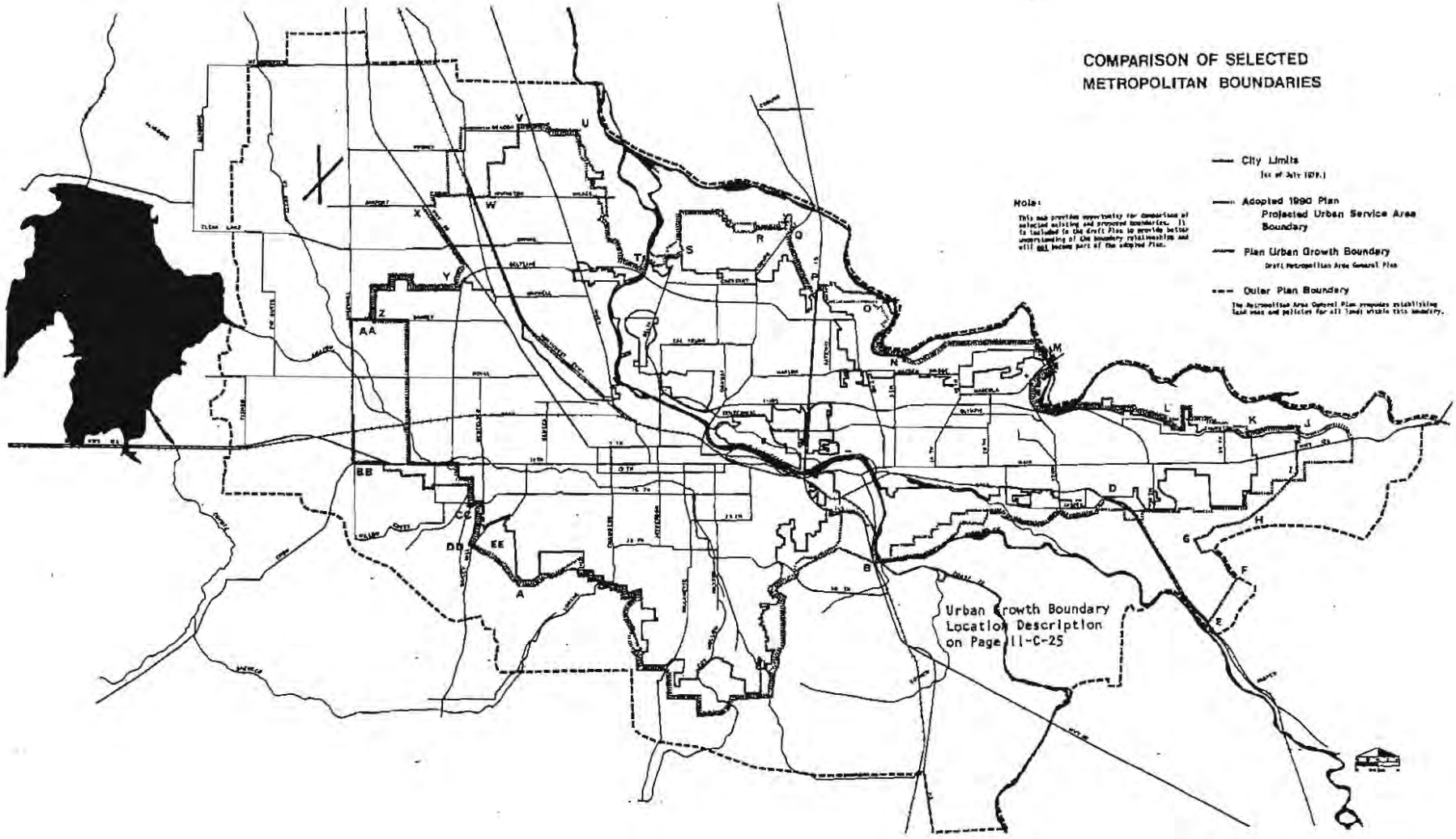


Annexation of Territory to the City of Springfield and Lane County Metropolitan Wastewater Service District (Charles/Vandercook) - C SP 78 - 78 & S LW 78 - 79

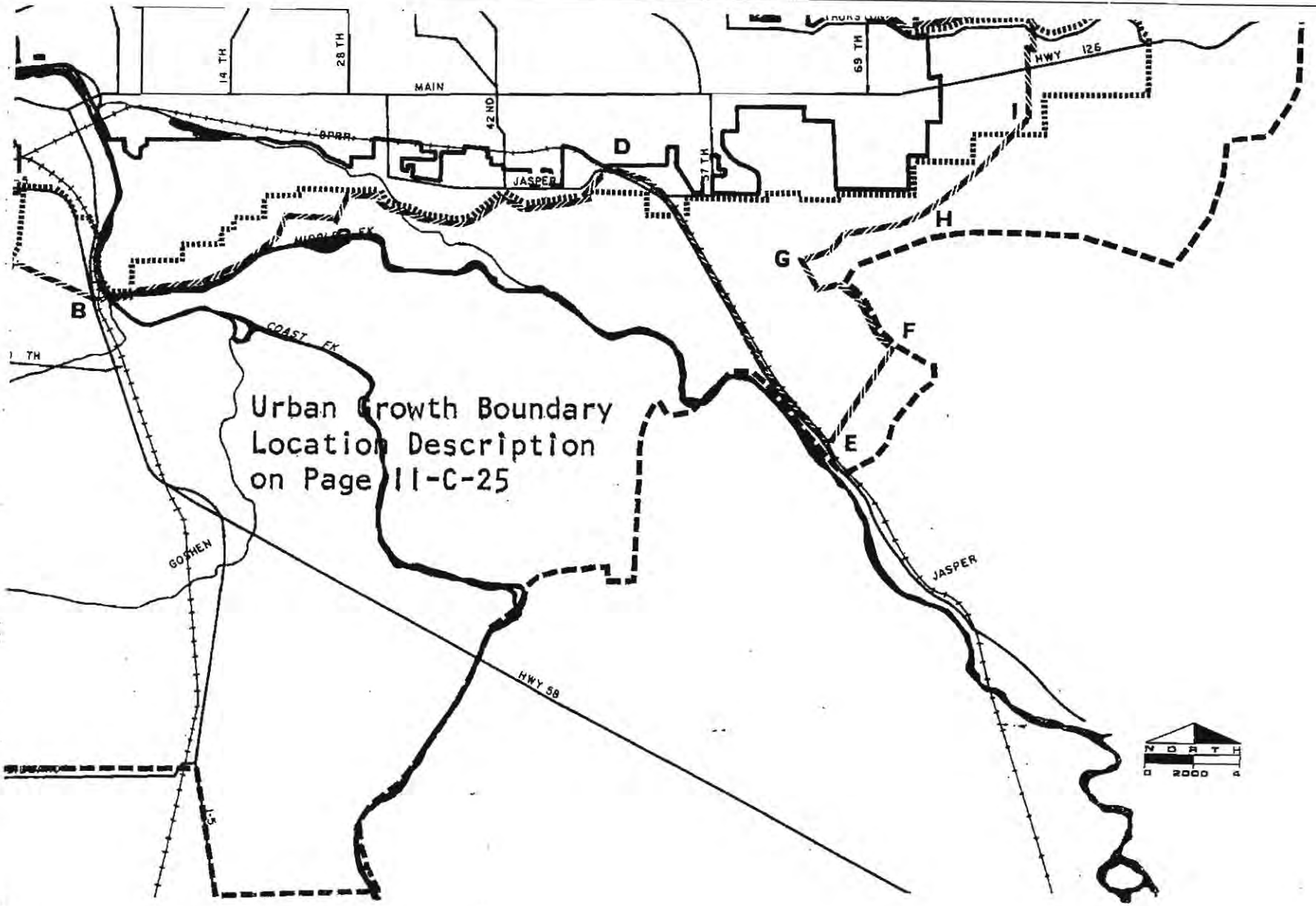
Located in Jasper Road area, south of Springfield, east of 42nd Street, north of Jasper Road, T18S R2W S5.2 par 4700, 4800, T18S R2W S5 par 1100. A legal description of this property is available in the commission office.

OFFICE: 541 Willamette Street, Room 402, Eugene, Oregon 97401 PHONE: 686-7860

C SP 78-78
S LW 78-79



April 1980 Draft Metro Plan


14 TH
28 TH
MAIN
42 ND
69 TH
HWY 126
SPRR
JASPER
51 TH
D
I
H
G
F
E
B
MIDDLE FK
COAST FK
Urban Growth Boundary
Location Description
on Page II-C-25
GOSHEN
JASPER
HWY 58
NORTH
0 2000

LCOG Lane Council of Governments
NORTH PLAZA LEVEL PSB / 125 EIGHTH AVENUE EAST / EUGENE, OREGON 97401 / TELEPHONE (503) 687-4283

MEMORANDUM

October 14, 1981

TO: Interested Parties

FROM: Metropolitan Planning Team

SUBJECT: Plan Diagram Amendments

The attached paper summarizes the proposed amendments to the adopted August 1980 Metropolitan Plan diagram.

Some of the changes result directly from Oregon Land Conservation and Development Commission (LCDC) requirements acted upon in Salem on August 6 and September 24, 1981. Some proposed amendments result from new or updated information developed in preparation of working papers (September-October 1981). When proposed diagram amendments result directly from LCDC requirements or new information from working papers, reference will be made for each proposed change.

Other diagram amendments are proposed to make corrections discovered after publication of the August 1980 Metropolitan Plan.

Additional diagram changes may result from work on LCDC Goal 5, "Natural Resources", requirements. Application of state administrative rule requirements for Goal 5 to seven specific areas has not been completed in conjunction with work on the other 14 Statewide Goals. When that work is completed, it will be released immediately for public review.

The Metrolpolitan Planning Team is also reviewing "exceptions" and may have additional "exceptions" recommendations in the near future.

SG:mw/jt/C
Attachments

Proposed amendments are keyed to the accompanying computer plot which is a graphic representation of the adopted Plan diagram.

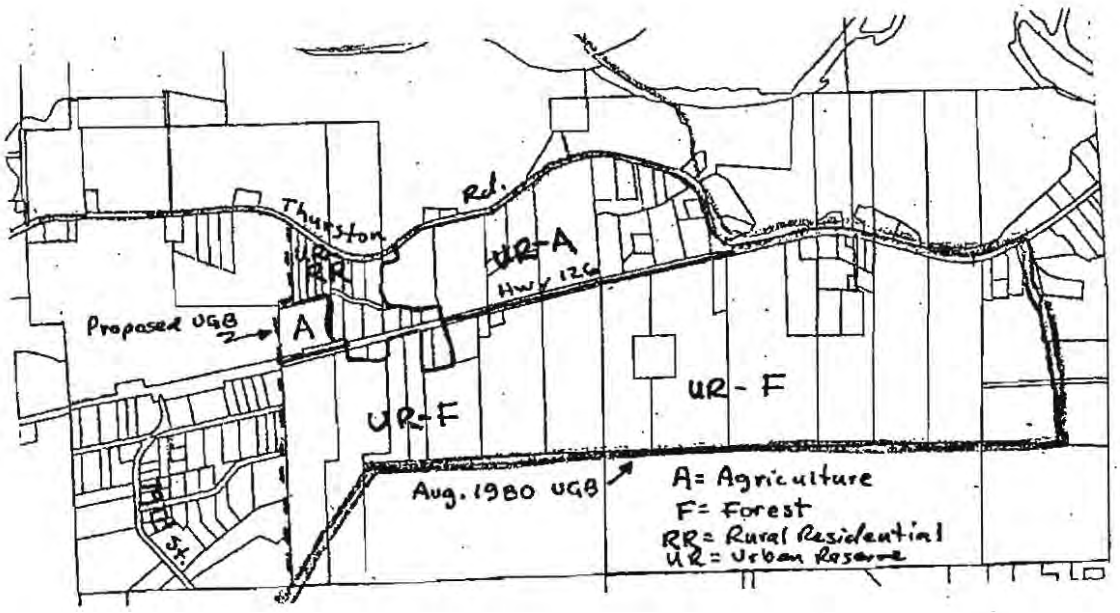
1. Change the South 28th Street "Special Light Industrial" designation to "agriculture" and amend the urban growth boundary to exclude this area.

   Both the Industrial Study Task Force Final Report, L-COG, April 1981, and the findings in the "Economy Addendum" working paper, L-COG, October 1981 support this recommendation. LCDC Goal 9, "Economy", requirements confirmed the need for reevaluation of the eight special light industrial sites designated in the Plan. Flood problems, proximity to the Southern Pacific Railroad main line, poor existing access, surrounding heavy industrial uses, and timing of provision of sanitary sewers from the City of Springfield (post 1987) combine to make this 145 acre area unlikely for special light industrial development prior to the next update. The area is defined as agricultural land in the "Agricultural Lands-Addendum" working paper, L-COG, October 1981.

2. Remove the East Thurston area from the urban growth boundary and include the area as "urban reserve" with underlying protection of resource lands.

   This change was directed by LCDC (See 'in order to comply' statements 1 and 4 under "Goal 14, "Urbanization". For more detail on the amended "urban reserve" concept, refer to a September 30, 1981 memorandum "Urban Reserve Metropolitan Plan Amendments."

   The map below outlines the affected area. Land south of Highway 126 should be designated "forest" to conform to the "Forest Lands Revised" working paper, L-COG, October 1981, and the lands north of Highway 126 should be designated "agriculture" to correspond to the agricultural land inventory. Exceptions to the resource goals are noted on this map and explained in detail in the "Exceptions" working paper, L-COG, October 1981.



2. (Continued)

This reduction in the urban growth boundary removes about 60 acres of buildable low density residential "flatland" at 5.15 dwelling units per acre (about 310 dwelling units) and about 250 acres of buildable low density "sloped land" at 3.5 dwelling units per acre (about 875 dwelling units) - total 310 acres and 1,185 dwelling units.

3. Amend the urban growth boundary near Thurston Middle School to conform to corrected flood plain information.

Objections to the Metropolitan Plan raised at the LCDC hearing on June 26, 1981 pointed out a possible error in the flood information used in the preparation of the Plan. That error was confirmed by checking the Lane County flood maps. The revised urban growth boundary more closely conforms to corrected flood data.

About 80 acres of low density residential land and 410 dwelling units (@ 5.15 d.u./ac.) are recommended for exclusion.

4. Designate the medium density residential along Main Street between 5th and 57th Streets as a mixed use area.

This change reflects recent policy decisions in Springfield to balance commercial and medium density residential needs. By placing an asterisk (*) on this strip, no or little significant change is made to the allocation assumptions.

5. Delete the "major retail" commercial designation north of the Eugene-Springfield Highway at 19th and Marcola.

This change corrects an error in the August 1980 Metropolitan Plan. The "major retail" designation was intended for the Mohawk/Olympic area. The commercial designation north of the Eugene-Springfield Highway remains as a "community commercial" node.

6. Change the low density residential designation northeast of Commercial Street in Springfield to Light-medium industrial.

With heavy industrial use to the north and northeast, this area is more suitable for light-medium undustrial use. Plan allocation calculation figures are not significantly affected.

7. Change industrial designation at Natron to include about 80 acres of "heavy industry" designation.

This change would result in 80 acres of heavy industrial designation and about 160 acres of light-medium industrial use. The Natron and Mt. June mill operations in this area provide opportunity for future heavy industrial development.

8. Change legend of "floating node" to a symbol "F" on the diagram and remove the community commercial/medium density "bulls-eyes" where appropriate.

   These changes respond to LCDC Goal 2 and 9 which require establishing clear criteria for meeting commercial demand in "floating nodes". For more details refer to September 23 and October 1, 1981 memoranda containing proposed Plan policy changes for "floating nodes". These changes do not alter the commercial allocation assumptions.

9. Designate a "refinement plan" symbol around the Chase Gardens area.

   This change corrects an error in the published August 1980 Metropolitan Plan. The "refinement plan" symbol includes the high density residential, light medium industrial, and community commercial designations.

10. Amend the urban growth boundary to conform to the South Hills ridgeline near Blanton Road.

    The site specific urban growth boundary erroneously followed Blanton Road rather than the ridgeline. This change corrects that error.

11. Correct "Park and Open Space" designation west of Armitage Park and east of the "sand and gravel" by designating this area "agriculture" and amend the UGB to include all of tax lots 1100 and 1200, T 17S, R3W.

    The first change will correct an error in the published August 1980 Metropolitan Plan. The second change will result in a more logical urban growth boundary.

12. Amend the urban growth boundary north of Belt Line along the Willamette River.

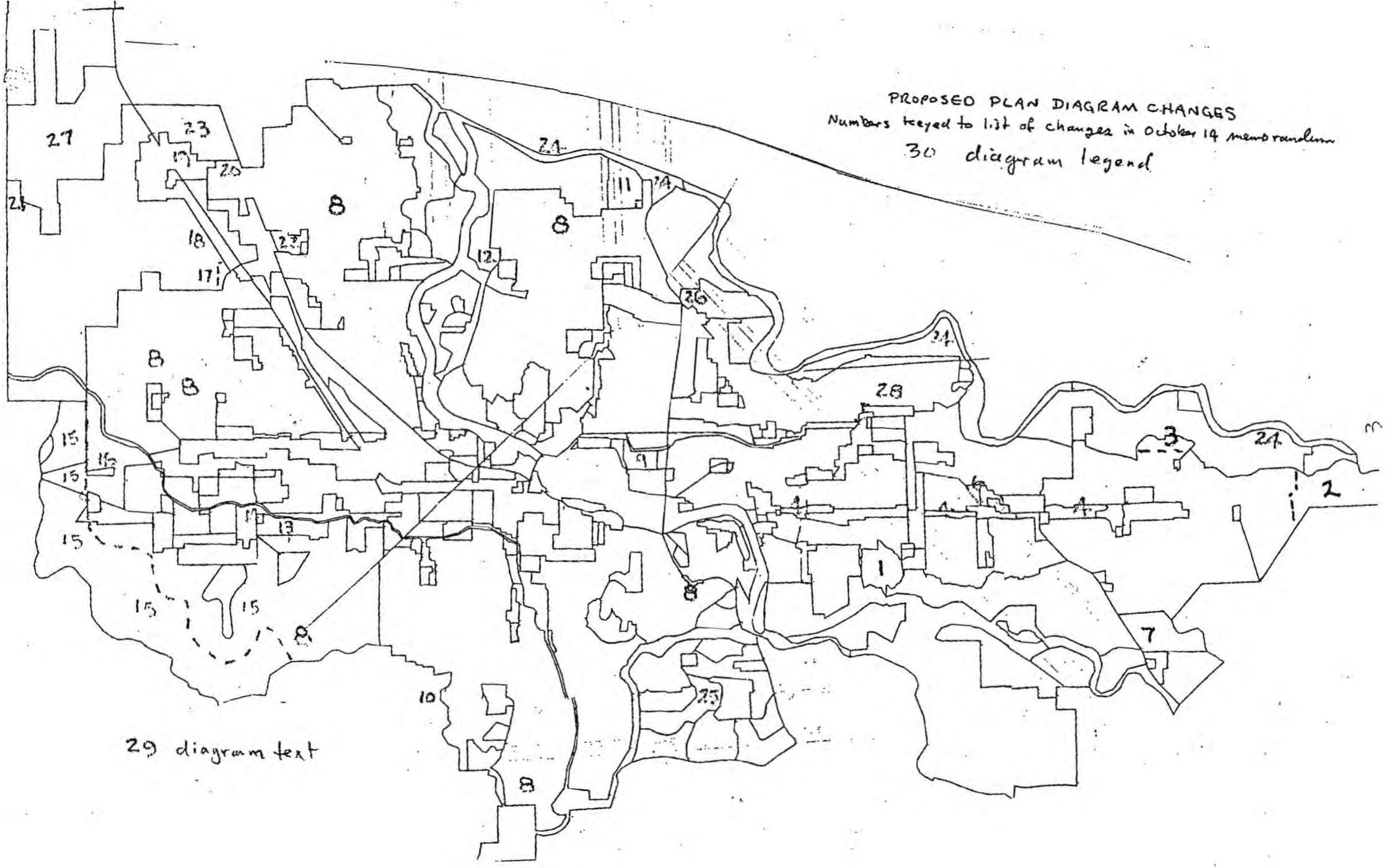
    The urban growth boundary (UGB) was intended to exclude known sand and gravel resource lands. The Lane County Public Works Department shops are included in the UGB.

13. Change designation south of the Amazon Channel near Bailey Hill and Bertelsen from medium density residential to light-medium industrial.

    Existing uses and new development which occurred between 1977 and 1980 commit this area to industrial rather than residential use. This area contains approximately 45 acres of buildable lands which would shift from medium density residential to light-medium industrial use.

14. Change the "heavy industrial" designation southeast of the West 11th and Bertelson intersection to light-medium industrial designation.

    This change conforms more closely to existing and surrounding land uses.


PROPOSED PLAN DIAGRAM CHANGES
Numbers keyed to list of changes in October 14 memorandum
30 diagram legend
29 diagram text

ORDINANCE

ORDINANCE NO. _____ (General)

AN ORDINANCE AMENDING THE *EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN* (Metro Plan) TO ADOPT THE *SPRINGFIELD 2030 REFINEMENT PLAN RESIDENTIAL LAND USE AND HOUSING ELEMENT* AND TO ESTABLISH A SEPARATE SPRINGFIELD URBAN GROWTH BOUNDARY PURSUANT TO ORS 197.304.

THE CITY COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, in 2007 the Oregon Legislature passed and the Governor signed into law Chapter 650, Oregon Laws 2007, codified as ORS 197.304 and commonly known as "House Bill 3337"; and

WHEREAS, ORS 197.304 provides as follows:

197.304 Lane County accommodation of needed housing. (1) Notwithstanding an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. The city shall, separately from any other city:

(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and

(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.

(2) Except as provided in subsection (1) of this section, this section does not alter or affect an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions adopted by Lane County or local governments in Lane County. [2007 c.650 §2]; and

WHEREAS, ORS 197.304 requires Springfield to 1. evaluate the sufficiency of its residential buildable land supply and 2. establish a separate Springfield UGB;

1. **Evaluate the sufficiency of its residential buildable land supply.**

WHEREAS, at a minimum, local housing policies must meet the requirements of Oregon Statewide Planning Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008);

WHEREAS, ORS 197.296 defines factors to establish sufficiency of buildable lands within an urban growth boundary and requires analysis and determination of residential housing patterns; and

WHEREAS, Oregon Statewide Planning Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of

housing units in price and rent ranges commensurate with the financial capabilities of its households; and

WHEREAS, Oregon Statewide Planning Goal 10 defines needed housing types as "housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels," and ORS 197.303 defines needed housing types:
(a) Housing that includes, but is not limited to, attached and detached singlefamily housing and multiple family housing for both owner and renter occupancy;
(b) Government assisted housing;
(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
(d) Manufactured homes on individual lots planned and zoned for singlefamily residential use that are in addition to lots within designated manufactured dwelling subdivisions.

WHEREAS, the City Council directed the Development Services Department staff to begin an inventory and analysis of Springfield's residential land on December 5, 2005; and

WHEREAS, Springfield has completed its evaluation of the residential land supply and the evaluation is summarized in the *Springfield Residential Land and Housing Needs Analysis, April, 2011*; and

WHEREAS, the *Springfield Residential Land and Housing Needs Analysis, April 2011* is an analysis of land supply and housing demand prepared for the City of Springfield by ECONorthwest that incorporates input from citizens, stakeholder groups, commissions and elected officials received throughout a multi-year citizen involvement process that included a Residential Lands citizen advisory committee, online public surveys, community workshops, work sessions, open houses and public hearings; and

WHEREAS, the *Springfield Residential Land and Housing Needs Analysis, April,* is hereby adopted as a Technical Supplement to the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*; and

WHEREAS, the City used the 1999 to July 2008 period for the analysis and the record includes:

1) Maps (*Springfield Residential Land and Housing Needs Analysis,* April, 2011 Maps 3-1, 3-2, and 3-3) that identify specific lots and parcels that have been determined to be buildable lands (vacant and partially vacant and master planned for residential development) as of July 2008 by applicable residential comprehensive plan map designation, consistent with ORS 197.296 (4)(c) which states: *"Except for land that may be used for residential infill or redevelopment, a local government shall create a map or document that may be used to verify and identify specific lots or parcels that have been determined to be buildable lands;"*

2) A CD that contains a data base that identifies and verifies the specific residentially-designated tax lots or portions of tax lots included in Springfield's residential land base as of July 2008;

3) A data base of specific tax lots or portions of residentially designated tax lots that are vacant or partially vacant as of July 2008; and

WHEREAS, in addition to the aforementioned land base comprised of residential plan designations, the *Springfield Residential Land and Housing Needs Analysis* also identifies and assumes buildable residential dwelling unit development capacity in three areas designated for Mixed-use Nodal Development that are required to be developed with residential uses: 1) Glenwood (Ordinance 6137), 2) RiverBend (Ordinance 6109 and 6241); and Marcola Meadows (Ordinance 6195) as part of Springfield's residential land supply; and

WHEREAS, the *Springfield Residential Land and Housing Needs Analysis* also assumed buildable residential capacity for redevelopment and consistent with ORS 197.296 (4)(c) these areas are not shown in the aforementioned maps or list of tax lots; and

WHEREAS, adoption of this ordinance establishes the July 2008 baseline data base to be used for monitoring Springfield's buildable lands inventory by the city's Development Services Department; and

WHEREAS, the residential land use policies included in the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* together with the technical analysis included in the *Springfield Residential Land and Housing Needs Analysis, April2011* address Statewide Planning Goal 10: Housing, "To provide for the housing needs of the citizens of the state," including goals, objectives, policies and implementation actions that supplement the *Eugene-Springfield MetropolitanArea General Plan Residential Land Use and Housing Element* (Chapter III-A), while demonstrating the City's ongoing commitment to increasing housing choice and residential densities within Springfield's separate Urban Growth Boundary; and

WHEREAS, the *Springfield Residential Land and Housing Needs Analysis, April 2011* and the residential land use policies contained included in the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* together demonstrate, as required by ORS 197.296, that the existing acknowledged comprehensive plan for the Metro Area UGB east of Interstate 5 contains sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated Springfield's housing needs for the plan period 2010-2030; and

WHEREAS, the *Springfield Residential Land and Housing Needs Analysis* findings demonstrate that Springfield has sufficient land designated for Low Density Residential and Medium Density Residential uses for the 2010-2030 plan period; and

WHEREAS, the *Springfield Residential Land and Housing Needs Analysis* identified a deficit of approximately 28 gross acres of land designated for High Density Residential uses; and

WHEREAS, ORS 197.296 (9) recognizes rezoning or redesignation of nonresidential land and redevelopment strategies as actions and measures that demonstrably increase the likelihood of higher density residential development; and

WHEREAS, the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* addresses the HDR deficiency through Policy H.2:

"To meet identified high-density, multiple-family housing needs, the City shall re-designate at least 28 additional gross buildable acres in Glenwood Refinement Plan Subarea 8

and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012. This residential mixed use district shall accommodate a minimum of 411 dwelling units in the high density category and shall increase the required net minimum density to at least 28 dwelling units per acre. Establishment of higher minimum and maximum densities is encouraged to support the neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan. District boundaries and density ranges shall be established through the Glenwood Refinement Plan amendment process by December 31, 2012."

WHEREAS, the City of Springfield has a redevelopment strategy for the lands identified in *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* Policy H.2 and that strategy includes a multi-year planning process to update the Glenwood Refinement Plan and an Urban Renewal District to support preparation and implementation of the plan; and

WHEREAS, the Springfield Planning Commission conducted public hearings for review/adoption of draft Residential Land & Housing Needs Analysis on October 20, 2009; and

WHEREAS, the Springfield City Council conducted public hearings for review/adoption of the draft Residential Land & Housing Needs Analysis on November 16, 2009 and continued the hearing on December 7, 2009 to allow additional time for consideration of refinements to constraints data and adopted the draft *Springfield Residential Land & Housing Needs Analysis* by resolution: A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ADOPTING THE 2009 PRELIMINARY SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS, FULFILLING ITS STATUTORY OBLIGATION TO "COMPLETE" THE PRELIMINARY INVENTORY, ANALYSIS AND DETERMINATION BEFORE JANUARY 1, 2010; and

WHEREAS, the City Development Services Department conducted public open houses on the Draft Springfield 2030 Refinement Plan including *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map on February 3 and 4, 2010 and on March 16, 2011 to explain the proposed amendments and to receive public comment; and

WHEREAS, the Springfield and Lane County Planning Commissions conducted a joint public hearing on the Draft Springfield 2030 Refinement Plan including the draft *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map on February 17, 2010, and continued on March 16, 2010; and

WHEREAS, on May 4, 2010 the Springfield Planning Commission voted unanimously to recommend approval of the *Springfield 2030 Refinement Plan Residential Land and Housing Element incorporating the Springfield Residential Land & Housing Needs Analysis,* based on the evidence and testimony in the record; and

WHEREAS, Chapter IV of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) sets forth procedures for amendment of the Metro Plan and adoption or amendment of refinement plans, and Section 5.14-100 of the Springfield Development Code (SDC) sets forth procedures for amendments to the Metro Plan and refinement plans; and

WHEREAS, timely and sufficient notice of the public hearings, pursuant to Springfield Development Code Section 5.2-115, has been provided; and

WHEREAS, on April 4, 2011, the City of Springfield City Council and the Lane County Board of Commissioners held a public hearing on the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*and continued the hearing on May 16, 2011 and the Development Services staff report, the oral testimony, letters and emails received, written submittals of the persons testifying at the hearing, and the public records for file # LRP 00014 (Springfield 2030 Refinement Plan), file # LRP 2007-00030 (Springfield Residential Land Study)have been considered and hereby are incorporated into the record for this proceeding; **WHEREAS,** the Springfield City Council is now ready to take action on this matter based upon the above recommendation and the evidence and testimony already in the record as well as the evidence and testimony presented at this public hearing;

2. Establish a separate Springfield UGB.

WHEREAS, the Eugene-Springfield Metropolitan Area Urban Growth Boundary (UGB) was originally acknowledged by the Land Conservation and Development Commission on August 19, 1982; and

WHEREAS, upon completion of periodic review the city, by ordinance 6087 on May 17, 2004 adopted the current and now acknowledged Metro Plan diagram including the UGB on an 11x17" map; and

WHEREAS, Springfield's jurisdictional area of responsibility as specified in the acknowledged comprehensive plan is the Metro Area UGB east of Interstate 5; and

WHEREAS, Springfield has completed its evaluation of the residential land supply and has adopted a housing needs determination (the *Springfield Residential Land and Housing Needs Analysis, February 2011)* and residential land use policies (the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*) that together demonstrate, as required by ORS 197.296, that the existing acknowledged comprehensive plan for the Metro Area UGB east of Interstate 5 contains sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated Springfield's housing needs for the plan period 2010-2030; and

WHEREAS, Springfield has prepared a tax lot-specific map of the acknowledged Metro Urban Growth Boundary, east of Interstate 5 that establishes a more precise location of the acknowledged UGB; and

WHEREAS, Oregon Administrative Rules Division 24 Urban Growth Boundaries clarifies procedures and requirements of Goal 14 regarding a local government adoption or amendment of an urban growth boundary (UGB); and

WHEREAS, OAR 660-024-0020(2) provides as follows:

"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;" and

WHEREAS, Springfield has prepared geographic information system (GIS) map files and documentation that establish Springfield's UGB at a scale sufficient to determine which particular lots or parcels are included in the UGB and the precise UGB location; and

WHEREAS, where the UGB does not follow tax lot lines, Springfield has prepared a written description, geographic information system (GIS) map files and documentation that provide sufficient information to determine the precise UGB location as further described in Exhibit D and Exhibit E and as more fully documented in the "read only" *Springfield Urban Growth Boundary Technical Supplement*; and

WHEREAS, the factors used to determine the precise location of the acknowledged UGB are based on the adopted policies contained in the Metro Plan as clarified in previous land use decisions by the Lane County Hearings Official, as further described in Exhibit D and Exhibit E and as more fully documented in the *Springfield Urban Growth Boundary Technical Supplement*; and

WHEREAS, the City Development Services Department conducted public open houses on the Draft Springfield 2030 Refinement Plan including *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map on February 3 and 4, 2010 and on March 16, 2011 to explain the proposed amendments and to receive public comment; and

WHEREAS, the Springfield and Lane County Planning Commissions conducted a joint public hearing on the Draft Springfield 2030 Refinement Plan including *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and a tax lot specific map plan diagram on February 17, 2010, and continued the hearing on March 16, 2010; and

WHEREAS, timely and sufficient notice of the public hearings, pursuant to Springfield Development Code Section 5.2-115, has been provided; and

WHEREAS, Section 5.14-100 of the Springfield Development Code (SDC) sets forth procedures for amendments to the Metro Plan; and

WHEREAS, on May 4, 2010 the Springfield Planning Commission voted unanimously to recommend approval of the Draft Springfield 2030 Refinement Plan including *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and a tax lot specific map plan diagram to the City Council based on the evidence and testimony in the record demonstrating that the proposed amendments comply with the applicable criteria; and

WHEREAS, on April 4, 2011, a public hearing was held on the Springfield Urban Growth Boundary, the *Springfield Residential Land and Housing Needs Analysis, January 2011* and the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* before the City of Springfield City Council and the Lane County Board of Commissioners and the hearing was continued on May 16, 2011; and the Development Services staff report, the oral testimony, letters and emails received, written submittals of the persons testifying at the hearing, and the public records for file # LRP 00014 (Springfield 2030 Refinement Plan), file # LRP 2007-00030 (Springfield Residential Land Study), file # LRP 2009-00012 (Springfield 2030 Refinement Plan Diagram) and the *Springfield Urban Growth Boundary Technical Supplement* have been considered and hereby are incorporated into the record for this proceeding;

WHEREAS, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, Springfield Development Code, and applicable state and local law; and

WHEREAS, the Springfield City Council is now ready to take action on this matter based upon the above recommendation and the evidence and testimony already in the record as well as the evidence and testimony presented at this public hearing; and

WHEREAS, this action establishes a separate Urban Growth Boundary for the City of Springfield, as required by ORS 197.304 and a tax lot-specific map of the UGB in accordance with OAR 660-024-0020(2).

NOW THEREFORE, THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1: The proposed amendments to the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan) to adopt the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* and the Springfield Residential Land and Housing Needs Analysis, February 2011, attached as Exhibit A and B and incorporated here by this reference, are adopted pursuant to ORS 197.304 as refinements to the Metro Plan.

Section 2: The proposed amendment to the Metro Plan Diagram is hereby adopted to establish a separate Springfield Urban Growth Boundary pursuant to ORS 197.304 and in accordance with OAR 660-024-0020(2) as depicted and described in the attached Exhibit C, D, and E, incorporated here by this reference.

Section 3: The prior versions of the Metro Plan and its diagram superceded or replaced by this Ordinance shall remain in full force and effect to authorize prosecution of persons in violation thereof prior to the effective date of this Ordinance.

Section 4: If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion

constitutes a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portion thereof.

Section 5: The effective date of Ordinances as provided in Section 2.110 of the Springfield Municipal Code, this Ordinance shall become effective upon the date that all of the following have occurred: (a) At least 30 days have elapsed since the ordinance was approved by the Council and it has been approved or acknowledged by either the Land Conservation and Development Commission, or final action has been taken by the Director of the Department of Land Conservation and Development. Final action includes the transferring the decision to LUBA pursuant to ORS 197.825(2)(c)(A).

Although not a part of this ordinance, the findings and conclusions attached as Exhibit F and incorporated here by this reference are adopted in support of this action.

ADOPTED by the Common Council of the City of Springfield by a vote of ____ for and ____ against, this ____ day of _____, 2011.

APPROVED by the Mayor of the City of Springfield, this ____ day of _____, 2011.

ATTEST:

_____
Mayor

_____
City Recorder

Metro Plan Amendment
LRP 2009-00014

SPRINGFIELD 2030 REFINEMENT PLAN
RESIDENTIAL LAND USE AND HOUSING ELEMENT

OVERVIEW

The Springfield 2030 Refinement Plan Residential Land Use and Housing Element addresses Statewide Planning Goal 10: Housing, "To provide for the housing needs of the citizens of the state." This element includes goals, objectives, policies and implementation actions that are consistent with and carry out the *Eugene-Springfield Metropolitan Plan Residential Land Use and Housing Element* (Chapter III-A), while demonstrating the City's ongoing commitment to increasing housing choice and residential densities within Springfield's separate Urban Growth Boundary.

Together, Goal 10 and Oregon's "needed housing" statutes require that Springfield provide a 20-year buildable land supply within a separate Urban Growth Boundary (UGB) to meet the housing needs of current and future residents. The policies in this element have their basis in the Residential Land Study conducted by the City 2007-2010. The residential buildable land inventory and technical analysis is contained in a Technical Supplement to this plan—the *Springfield Residential Land and Housing Needs Analysis* (RLHNA). The RLHNA is an analysis of land supply and housing demand prepared for the City of Springfield by ECONorthwest, April 2011 that incorporates input from citizens, stakeholder groups, commissions and elected officials received throughout a multi-year citizen involvement process that included a Residential Lands advisory committee, online public surveys, community workshops, work sessions, open houses and public hearings. The RLHNA and this element demonstrate compliance with Goal 10 and related "needed housing" statutes (especially ORS 197.296 and 197.304). The factors reviewed to develop a projection of future housing demand include historical development trends, residential development trends, and trends in housing mix and tenure; density; the projected number, type and size of households; and the demographic characteristics of the population.

ORS 197.303 requires Springfield to demonstrate as required by ORS 197.296 that its comprehensive plan provides sufficient buildable lands to accommodate needed housing for 20 years. The policies in this chapter establish Springfield's long-term policies and shorter-term strategies for meeting Springfield's identified housing needs for the plan period 2010-2030. The provisions in this plan supplement, refine and support policies contained in the *Eugene-Springfield Metropolitan Plan Residential Lond Use and Housing Element* and are applicable only within the Springfield UGB. The goals, policies and implementation actions were developed to respond to the findings in the RLHNA in ways that best implement Springfield's preferred residential land use growth management strategies — as identified and prioritized through the public involvement process. The policies and implementation

actions in this element support a 20% increase in density over the historical development pattern by facilitating more dense development patterns. In those instances where findings and policies in this element differ quantitatively from policies in the *Metro Plan Residentiol Land Use and Housing Element*, the Springfield 2030 Refinement Plan Residential Land Use and Housing Element policies shall prevail. Issues not addressed in this element are addressed in the *Metro Plan Residential Land Use and Housing Element.*

The policies in this element provide direction for Springfield in updating refinement plans, zoning and development regulations to address the community's housing needs. As Springfield implements this element of the *Springfield 2030 Refinement Plan* — through future land use refinement plan updates at the city-wide, district, neighborhood, and corridor scale—the City shall continue to analyze the suitability of residential and residential mixed use designations in terms of density and location and, based on this analysis, may propose changes to the *Metro Plan* Diagram and *Springfield 2030 Refinement Plan* Diagram. The *Springfield 2030 Refinement Plan* Land Use and Urban Design Element policies establish physical characteristics of Springfield's residential and mixed use neighborhoods and includes criteria for locating non-residential supporting uses, such as Neighborhood Commercial and Neighborhood Mixed Use land uses within or adjacent to residential districts of the City.

METRO AREA HOUSING GOAL

The 2004 Update of the *Eugene-Springfield Metropolitan Area General Plan* includes a Residential Land Use and Housing Element that articulates the region's housing goals and objectives. The Metro Plan lists a single residential land and housing goal:

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

The Springfield 2030 Refinement Plan implements, interprets, and supplements this goal as follows:

SPRINGFIELD RESIDENTIAL LAND AND HOUSING GOALS

HG-1 Plan for Growth and Needed Housing

As documented in the RLHNA, the land currently designated for High, Medium and Low Density Residential and Nodal Mixed Use plan designations will accommodate Springfield's expected need for residential development and redevelopment.

Springfield's residential and mixed use districts —as depicted in the *Metro Plan* diagram and Springfield refinement plans and as proposed in the Implementation Strategies in this element—provide a residential land base with sufficient capacity for the market to develop adequate numbers of needed housing units to meet expected demand through 2030. In 2010, there was a surplus of buildable land in both the Low and Medium Density Residential designations; however, there was a deficit in the High Density Residential designation of 28 gross buildable acres. With a mandatory commitment to amend the Glenwood Refinement Plan by 2012, Springfield has adopted an effective measure to ensure that

the City's separate UGB will include enough buildable land to satisfy Springfield's projected housing needs by type and density range, as determined in the RLHNA.

The residential and mixed use designations and the policies adopted in this element are of sufficient specificity to accommodate the varying housing types and densities identified in the *Springfield Residential Land and Housing Needs Analysis*.

HG-2 Foster Housing Choice and Affordability

The *Metro Plan* and *Springfield 2030 Refinement Plan* designate land for residential use and mixed use to provide a range of housing choices for people of all incomes and household types. Projecting the types of housing that will be built for the next 20 years is complex. Housing choices of individual households are influenced in complex ways by dozens of factors. Springfield's housing market is influenced by the regional Lane County housing market and is the result of the individual decisions of thousands of households.

The City is committed to making sure that community residents enjoy access to decent housing. This commitment goes well beyond the statutory requirement to maintain a 20-year supply of residential land within Springfield's separate UGB. The policies in this element promote and support housing choice and affordability. The availability of affordable housing choices for different types of households is a key component of a livable community. The location of housing in relation to jobs, shopping, transportation and other services significantly impacts quality of life.

HG-3 Encourage Housing Diversity & Quality Neighborhoods

The demographic make-up of households in Springfield is changing. The average age of city residents is increasing, and fewer households have children. The average age of a Springfield resident is younger than the Lane County average, even as the Lane County average is trending older. Household size has continued to shrink, though more slowly in the 1990's than in previous decades. The RLHNA assumes an average household size of 2.54. This average assumes an increase in one-person households from 25 percent to 30 percent over the plan period and a higher average Hispanic-Latino household size (3.2-3.9 as compared with 2.5 for non-Hispanic-Latino households) for Springfield's growing Hispanic-Latino population.

Single-family houses continue to be the preferred housing type of many households, but these dwellings have become increasingly expensive and are now out of reach for many Springfield residents. Policies in this section address both the development of new housing and the adaptation of existing housing to meet the needs and preferences of the current and expected residents of the city. Despite trends, the City wants to encourage home ownership opportunities in order to promote a sense of community, to encourage investment in housing, and to minimize displacement of low-income residents as neighborhoods redevelop. The City also has an interest in safeguarding the condition and quality of the housing stock and in maintaining attractive and livable neighborhoods.

Springfield's zoning and development regulations are intended to encourage housing that will satisfy varied consumer preferences. Many consumers have a strong preference for single-family homes. To some extent, this preference can be met by ground-related units that may be more affordable than detached houses. Ground-related housing types include townhouses, duplexes, triplexes, ground-related apartments, small cottages, accessory units and single-family homes. These housing types provide yards or play areas immediately adjacent to homes, which are important to families with children.

Moderate- and high-density multifamily apartments are needed to help accommodate expected housing demand over the next 20 years. This kind of residential development is often more affordable than ground-related housing due to the frequently smaller size of the units. The *Springfield 2030 Refinement Plan* accommodates the majority of higher density residential growth in Springfield's designated Mixed Use Nodal Development centers. These centers — primarily Downtown Springfield and the Glenwood Riverfront District— are centrally located, well served by public bus rapid transit (EmX) and provide excellent opportunities for redevelopment at urban densities adjacent to the nearby park and open space amenities along the Willamette River. Other areas with significant capacity for development of multi-family uses include the RiverBend and Marcola Meadows master planned nodal development areas.

As future growth and development brings change throughout Springfield, the City is committed to managing this change through its initiation and support for comprehensive district, corridor, and neighborhood planning efforts that address and enhance the unique characteristics and opportunities in different neighborhoods while averting negative impacts.

SPRINGFIELD RESIDENTIAL LAND AND HOUSING POLICIES AND IMPLEMENTATION ACTIONS

Goal	Plan for Growth and Needed Housing	
Policy H. 1	Based on the findings in the RLHNA and to accommodate projected growth between 2010 and 2030, Springfield has designated sufficient buildable residential land (a) for at least 5,920 new dwelling units at an estimated density of at least 7.9 units per net buildable acre; and (b) to accommodate a new dwelling mix of approximately 52 percent detached single family dwellings (including manufactured dwellings on individual lots), seven percent attached single-family dwellings, one percent manufactured dwellings in parks, and 40 percent multifamily dwellings.	
Implementation Action	1.1	Convert density ranges in the Springfield Development Code from gross to net densities, consistent with the broad density categories of the *Metro Plan*. This plan converts Metro Plan gross densities to net densities as follows: Residential Low Density 6-14 dwelling units per acre*;

		Residential Special Density 8-14 dwelling units per acre; Residential Medium Density 14-28 dwelling units per acre; Residential High Density 28-42 dwelling units per acre; Residential Mixed Use in Nodal Development Overlay and Transit Corridor Overlay District: Minimum and maximum densities to be determined through Refinement Plan and/or Master Plan process. *Note: More restrictive standards apply in the Hillside Development Overlay District where larger lot sizes are required to compensate for slope constraints and engineering requirements.
Policy H .2	To meet identified high-density, multiple-family housing needs, the City shall re-designate at least 28 gross buildable acres in Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012. This residential mixed use district shall accommodate a minimum of 411 dwelling units in the high density category and shall increase the required net minimum density to at least 28 dwelling units per acre. Establishment of higher minimum and maximum densities is encouraged to support the neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan. District boundaries and density ranges shall be established through the Glenwood Refinement Plan amendment process by December 31, 2012.	
Policy H. 3	Support community-wide, district-wide and neighborhood-specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher density residential development and increasing the density of development near employment or commercial services, within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service.	
Implementation Action	3.1	As recommended through the Residential Land Study, the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas.
Implementation Action	3.2	Coordinate housing, land use, human services, urban design, infrastructure and environmental strategies to support pedestrian-friendly communities at and within a ¼ mile walk of transit stations.
Implementation Action	3.3	Increase opportunities for Mixed Use Nodal Development (ND): ▪ Consider expansion of the Glenwood node through the Glenwood Refinement Plan process. ▪ Consider expansion of the Downtown node through the Downtown District Plan process ▪ Consider future work program project: Downtown to Gateway

		EmX Corridor Plan to identify and evaluate nodal development opportunities along the new transit corridor ▪ Consider future work program project: Main Street Corridor plan to identify and evaluate nodal development opportunities along the proposed transit corridor ▪ Apply Transit Corridor Overlay District to existing high density housing areas within 1/2 mile of transit stations. ▪ Consider implementation of Jasper-Natron Specific Plan ND through Jasper-Natron Specific Area Plan adoption process.
Implementation Action	3.4	Continue to target mixed-use nodal development centers and corridors served by transit as focus of redevelopment incentives and focused planning efforts. Match areas of high infrastructure cost needs (e.g. Glenwood, Main Street) with higher density development opportunity siting.
Implementation Action	3.5	Consider application of shadow plat techniques for transitional urban corridors with lower land values (e.g. Main Street Corridor east of Downtown).
Policy H. 4	Continue to identify and remove regulatory barriers to siting and constructing higher density housing types in the existing medium and high density residential districts.	
Policy H. 5	Develop additional incentives to encourage and facilitate development of high density housing in areas designated for Mixed Use Nodal Development.	
Implementation Action	5.1	Establish a Vertical Housing Development Zone in Glenwood.
Implementation Action	5.2	Considering measures to increasing building height allowances in areas designated for Mixed Use Nodal Development when updating refinement plans, zoning plan districts and development standards.
Implementation Action	5.3	Update development standards to correlate parking requirements in mixed-use districts more directly to the City's overall development vision and develop parking management strategies (such as pay-in lieu programs) in Downtown Springfield and other districts where appropriate to use land efficiently and to support economical higher density development and urban form.
Implementation Action	5.4	Considering increasing density maximums in areas designated for Mixed Use Nodal Development.
Implementation Action	5.5	Conduct analysis to determine the feasibility of allowing density averaging for split zone/designated parcels.
Implementation Action	5.6	Consider implementation of a Density Bonus Program to provide an economic incentive for construction of high density development with structured parking in the Downtown and Glenwood Nodal Development areas. The program shall permit variance of the building height limits in

		specific "density receiving areas" identified in the Downtown and Glenwood District plans when a developer provides an extra community benefit such as dedication of public open space, construction of affordable housing units, etc. to be determined by the City Council.
Policy H. 6	Continue to seek ways to reduce development impediments to more efficient utilization of the residential land supply inside the UGB, especially in the City's sloped areas (southeast Springfield and Willamette Heights).	
Implementation Action	6.1	Establish a staff team and Hillside Development Task Force to examine barriers and impediments to economical hillside development and to prepare and evaluate techniques and options for constructing housing on sloped lands, such as incentives to encourage and reward cluster development; updates to the Hillside Development Standards to support density transfers in the Hillside Overlay District; and to address street design standards.
Implementation Action	6.2	Establish an interdepartmental task team to study the potential to reduce residential street width standards to address efficient land use, potential cost savings, new ways to manage stormwater, climate issues, impediments to cluster development, emergency access and traffic concerns.
Goal	**Foster Housing Choice and Affordability**	
Policy H.7	Continue to develop and update regulatory options and incentives to encourage and facilitate development of more attached and clustered single-family housing types in the low density and medium density districts.	
Implementation Action	7.1	Establish a small lot (3,000 square feet minimum lot size)special low-moderate density zoning district with a density range of 8-14 du/acre to: ▪ support development of smaller single family detached and attached dwelling housing types; ▪ support a greater diversity of housing mix; and ▪ provide a moderate transition zone between lower and higher density neighborhoods.
Implementation Action	7.2	Apply small lot zoning (3,000 square feet minimum lot size) to infill opportunity sites identified in neighborhood planning processes.
Implementation Action	7.3	As part of the Jasper-Natron refinement planning process, conduct analysis to determine applicability of the Residential Small Lot zoning district to maximize efficient use of land constrained by wetland resources.
Implementation Action	7.4	As part of the Glenwood refinement planning process, conduct analysis to determine applicability of the Residential Small Lot zoning district in the existing residential neighborhoods south of Franklin Boulevard.

Policy H.8	Continue to support and assist affordable home ownership through programs that subsidize the development of affordable homes and provide down payment assistance to income-qualified homeowners.-	
Policy H.9	Provide a broad range of quality accessible and affordable housing options for very low, low and moderate income residents. Affordable housing is defined as housing for which persons or families pay 30 percent or less of their gross income for housing, including necessary and essential utilities [Oregon Revised Statute 456.055].	
Implementation Action	9.1	Support the development of subsidized affordable housing with a goal of assisting 100 affordable housing units every five years, consistent with the *Eugene-Springfield Consolidated Plan 2010*.
Implementation Action	9.2	Create a land banking program to reserve land for affordable housing, as described in the 2010 "Complete Neighborhoods, Complete Streets" grant application, continue to seek grant funding sources for the program, and seek to implement this strategy in the Glenwood Riverfront District.
Implementation Action	9.3	Evaluate publicly-owned land sites for future development of affordable housing.
Implementation Action	9.4	Continue to seek input from a housing task force to assess and evaluate the effects of City policies and regulations on housing development costs and overall housing affordability, considering the balance between housing affordability and other objectives such as environmental quality, urban design quality, maintenance of neighborhood character and protection of public health, safety and welfare.
Policy H.10	Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.	
Implementation Action	10.1	Identify and collect baseline data of Springfield's existing supply of affordable housing units, their physical location, and their surroundings.
Implementation Action	10.2	Continue to creatively explore funding tools and options to leverage and public, nonprofit and private investment in affordable housing.
Implementation Action	10.3	Continue to develop strategies and programs that support the repair, preservation and improvement of the existing supply of affordable housing stock and the enhancement of existing affordable neighborhoods.
Implementation Action	10.4	Support the rehabilitation of existing multi-family complexes.
Implementation Action	10.5	Consider establishing urban renewal district set-asides for affordable housing.
Implementation Action	10.6	In order to control the effects of regulatory processes on housing price, strive to minimize the time taken to process land use and building permits, subject to the need to review projects in accordance with applicable

		regulations. Continue to give priority in the plan review process to permits for very low-income housing.
Goal	**Encourage Housing Diversity & Quality Neighborhoods**	
Policy H.11	Continue to seek ways to update development standards to introduce a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Springfield residents.	
Implementation Action	11.1	Capitalize on new commercial and residential development opportunities that will be stimulated by new infrastructure projects such as the Franklin multi-way boulevard.
Implementation Action	11.2	Protect and enhance existing single family neighborhoods and affordable housing stock in the incorporated areas of Springfield where urban services currently are in place.
Policy H.12	Continue to designate land to provide a mix of choices (i.e., location, accessibility, housing types, and urban and suburban neighborhood character) through the refinement plan update process and through review of developer-initiated master plans.	
Policy H.13	Promote housing development and affordability in coordination with transit plans and in proximity to transit stations.	
Policy H.14	Continue to update existing neighborhood refinement plan policies and to prepare new plans that emphasize the enhancement of residential neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities.	
Policy H.15	Update residential development standards to enhance the quality and affordability of neighborhood infill development (e.g. partitions, duplex developments, transitional neighborhoods, rehab housing, accessory dwelling units) and multi-family development.	
Policy H.16	As directed by the City Council in 2009, conduct analysis to implement "Heritage LDR" development standards to address Springfield's different historical development patterns/neighborhood scale and form, rather than a "one-size-fits-all" approach when updating city development standards.	
Policy H.17	Continue to protect the Washburne Historic District to maintain and enhance the viability, historic integrity and attractiveness as a livable, walkable neighborhood immediately adjacent to downtown.	

FINDINGS

The findings in this element are organized by the following two topics related to housing and residential land:

- Residential Land Supply and Demand
- Residential Density

Residential Land Supply and Demand

1. According to the City GIS data, the Springfield UGB contains approximately 14,603 acres of land.

2. Approximately 62 percent of the land within the Springfield UGB is included in the residential land base. The land database includes all land in tax lots that have any portion that is in a residential plan designation. The residential land base occupies approximately 7,482 acres of land designated for low, medium and high density residential designations, as well as mixed-use designations.

3. Land not in tax lots is primarily in streets and waterways. Springfield has about 9,958 acres within its City Limits; of these 8,060 acres (about 81% of total acres in the City Limit) are in tax lots. Additionally, the City has about 4,645 acres between the City Limits and Urban Growth Boundary (the UGA); of this about 4,079 acres are in tax lots.

4. Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2010 and 2030. The table below shows the coordinated population forecast for the Springfield city limit, urban area (the area between the city limit and UGB), and the UGB for 2010 to 2030. The Springfield UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

Table R-1 Springfield coordinated population forecast, Springfield UGB, 2010 to 2030

Year	City Limit	Urban Area	UGB
2010	58,891	8,140	67,031
2030	74,814	6,794	81,608
Change 2010-2030			
Number	15,923	(1,346)	14,577
Percent	27%	-17%	22%
AAGR	1.2%	-0.9%	1.0%

Source: Lane County Rural Comprehensive Plan, 1984 (Amended in 2009), Table 1-1, pg 5

5. The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity). This yields a total of 1,468 buildable acres.

6. The RLHNA identified 1,447 acres of vacant residential land that constitutes the residential buildable land inventory. This acreage is summarized in Table 3-5 of the RLHNA.

7. A listing of specific residentially designated tax lots or portions of tax lots that are vacant or partially vacant as of July 2008 is included as a technical supplement to the RLHNA. In addition to the 1,447 acres of vacant and partially vacant residential land, the residential buildable land inventory includes: 1) developed land that may be redeveloped during the plan period (296 DU); 2) land in mixed-use plan designations that has capacity for residential development (21 acres/270 DU in the Glenwood Riverfront); and 3) land within approved master-planned sites with capacity for residential development (730 DU in RiverBend and 518 DU in Marcola Meadows). A map of these tax lots appears as Map 3-2 in the RLHNA.

8. Owners of residentially planned land in the buildable land inventory as identified herein or as amended pursuant to Oregon post-acknowledgement plan amendment procedures are entitled to residential zoning that matches the plan designation. The City's Development Services Department has an existing process in place to rezone property with plan-zone conflicts at no cost to the property owner (3 times/year).

9. Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which include single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing.

10. The results of the RLHNA indicate that Springfield has an overall surplus of residential land, but has deficits in the High Density Residential and Parks and Open Space categories. The Springfield UGB has enough land for 9,018 new dwelling units. There is sufficient buildable land in Springfield's UGB designated for low and medium density residential uses to meet the future housing needs of the projected population.

    - 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.

11. There is not enough buildable land in Springfield's UGB designated for high density residential uses within the existing Springfield UGB to meet the future housing needs of the projected population. The High Density Residential designation has a deficit of approximately 28 gross acres. At a minimum, the City will meet the high density residential land deficit of 28 acres (including 7 acres of HDR designated land to provide public open space for the higher density development, as well as any needed public facilities) through its redevelopment strategies in Glenwood.

12. The Parks and Open Space designation has a *deficit* of 300 acres. This need does not require the City to expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on

residentially designated land that has constraints and therefore is not counted as buildable acres (e.g. ridgeline trail systems).

13. The *Springfield Residential land and Housing Needs Analysis* classified each tax lot into a set of mutually exclusive categories. All tax lots in the UGB are classified into one of the following categories (Springfield Residential Land Inventory and Housing Need Analysis p. 8-10):

    - *Vacant Land.* This category includes parcels with no structures or with structures with a value of less than $10,000; parcels have not been precluded from development by a conditional use permit (CUP) or other commitment.

    - *Partially Vacant Land.* This category includes parcels over 0.5 acre in a residential plan designation with an existing dwelling. The vacant portion of each lot was calculated by deducting 0.25 acres for each existing dwelling, and constrained areas as defined in the "Unbuildable, Not Serviceable" land definition.

    - *Unbuildable, Not Serviceable Land.* This category includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land.

    - *Developed land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

    - *Potentially redevelopable land.* Land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period. Rather than speculating on which lands will redevelop during the planning period, Springfield uses historical rates of redevelopment as the basis for estimating how much redevelopment will occur during the planning period.

    - Portions of individual tax lots can be in one or more of the following categories: "unconstrained," "constrained," or "unbuildable" (e.g., they are not suitable for development).

14. The housing needs analysis assumes that 5% of new housing (299 dwelling units) will be a result of redevelopment and will not require vacant land.

Residential Density

1. The City assumes an average density for all housing types of 7.9 dwelling units per net acre and 6.5 dwelling units per gross acre. This is an increase of about 20% over the historical density of 6.6 dwelling units per net acre.

2. The City assumes that average densities will increase significantly (by about 20% over average historical densities) during the planning period, that ownership rates will increase, and that an increasing percentage of households will choose single-family attached housing types. These assumptions are consistent with the housing needs analysis. These findings support the City's overall density assumption of 7.9 dwelling unit per net acre.

3. Springfield's average household size in the year 2000 was 2.54 persons per household.

4. Springfield will need to issue permits for about 296 new dwelling units annually to keep up with projected housing demand over the 2010-2030 planning period. This figure does not include dwellings that will be demolished and replaced. The RLHNA assumes that these dwellings will be replaced at the same rate and will not create additional demand for residential land.

Approval Standards for Residential Development

1. Consistent with the Needed Housing Statute, Goal 10, and the Goal 10 rule, any approval standards, special conditions, and the procedure for approval adopted by the City shall be clear and objective and may not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay. [ORS 197.307(6); OAR 660-08-015]
   In addition, the city may adopt an alternative approval process for residential applications and permits that utilizes discretionary approval criteria, provided the applicant retains the option of proceeding under the clear and objective standards or the alternative process, and the discretionary approval criteria for the alternative process comply with all applicable land use planning goals and rules [ORS 197.307(3)(d)].

Technical Supplement:

Springfield Residential Land and Housing Needs Analysis

prepared for the City of Springfield by ECONorthwest, April 2011

EXHBIT B-1

Springfield Residential Land and Housing Needs Analysis

Prepared for

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Draft Report

April 2011

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Executive Summary

The 2007 Oregon Legislature passed HB 3337 which requires Springfield to establish a separate urban growth boundary (UGB). In response to HB 3337, the City is conducting this study to evaluate the sufficiency of land available for residential uses in its UGB. To make this determination, the draft Residential Lands Study (RLS) presents a housing needs analysis consistent with requirements of HB 3337, Goal 14, ORS 197.296, and OAR 660-008.

The *Springfield Residential Lands Study* is intended to provide the technical analysis required to determine the 20-year need for residential land for Springfield's jurisdictional share of the area subject to the Eugene-Springfield Metropolitan Area, i.e., the area east of Interstate 5, and whether the city has enough capacity within the area east of I-5 inside the current regional UGB to meet that need. The Executive Summary provides key findings from the Springfield Residential Lands Study.

The purpose of the Residential Study is to (1) present growth forecasts, (2) inventory how much buildable residential land the City has, (3) identify housing needs, (4) identify land needed for housing and other uses, and (5) determine how much land the City will need to accommodate growth between 2010 to 2030.

How much growth is Springfield planning for?

Population forecasts provide the foundation for assessing land needs. Springfield must have a population forecast to project expected population change over the 20-year planning period (in this instance, 2010-2030). Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2030 and 2035.

Table S-1 shows the coordinated population forecast for the area within the current Springfield city limits, the current unincorporated urban area (the area between the city limit and UGB), and within Springfield's jurisdictional share for the current Metro Plan UGB for 2010 to 2030. The Springfield UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

Table S-1. Springfield coordinated population forecast, Springfield UGB, 2010 to 2030

Year	City Limit	Urban Area	UGB
2 1	5 1	14	31
2 3	4 14	4	1
Change 2010-2030			
m e	15 23	1 34	14 5
e cent	2	-1	22
AA	1 2	-	1

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Ta e 1-1 5

HOW MUCH BUILDABLE RESIDENTIAL LAND DOES SPRINGFIELD CURRENTLY HAVE?

Springfield has 2,485 acres in tax lots that are designated for residential uses. Of these, about 1,447 acres within the Urban Growth Boundary (UGB) are considered vacant and buildable. Table S-2 shows vacant land by plan designation.

Table S-2. Vacant residential land by plan designation, Springfield UGB, 2008

Plan Designation	Tax Lots	Total Acres In Tax Lots	Developed Acres	Constrained Acres	Buildable Acres
en t e ent a	1	2 13	1	5	1 3 1
e m en t e ent a	12	32	142	5	12
H h en t e ent a		1	1		1
Total	**1,115**	**2,485**	**214**	**824**	**1,447**

ce t n e l ata ana E th e t

The purpose of the residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the

purpose of estimating residential capacity).[1] This yields a total of 1,468 buildable acres.

Table S-3 provides an estimate of how much housing could be accommodated by those lands based on needed densities after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). Additionally, the housing needs analysis assumes that 5% of new housing (299 dwelling units) will be a result of redevelopment and will not require vacant land. Table S-3 shows that Springfield has capacity for 9,021 dwelling units within the existing UGB.

Table S-3. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
en t e ent a	1 3 1	5 3	6
e m en t e ent a	12	2 1	3
H h en t e ent a	1	355	4
e - e en	21	2	3
e e e ment	na	2	3
Total	**1,468**	**9,021**	**100%**

ce t n e e enta B l ana E th e t te E t mate e enta e e ment ca act nc e te th a e ma te an e Ben – 3 an a c a ea – 51 A th ca act n the e m en t e enta an e nat n

HOW MUCH HOUSING WILL THE CITY NEED?

Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which includes single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing.

HOW MUCH LAND WILL BE REQUIRED FOR HOUSING?

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

[1] Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

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)
en t e ent a	3 316	5 37	2 63	4 5		-455	455
e m en t e ent a	1 2	3 136	1 154	12 5		- 3	3
H h en t e ent a	14	5 3	-411	2		21	-21
Total	**6,211**	**9,018**	**2,807**			-527	527

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mn te
1 an e nat n
2 ee e e n an e nat n ta e 5-3
3 a act an e nat n ta e 6-2 te ca act nc e ca act n ma te anne a ea en a c a ea e en an H nc e ca act e e e ment
4 a act c mn 3 mn ee c mn 2 te a t en m e en te en h ca act th n the e tn B
5 ee e en t m tt m a e 62
6 T ta a t na an nee e a ecte t E a -c mn 4 e c mn 5
7 e ct ace ne at e mean a B e an n E a mn 4 e mn 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 Land Surplus/Deficit (From Table S-4)	Public/Semi-Public Land Need	Total Surplus/ Deficit
en t e ent a	455	77	37
e m en t e ent a	3	17	76
H h en t e ent a	-21	7	-2
a an en ace		3	-3
e nment Em ment		62 et th	h an nee n E A
Total	**527**	**463**	**126**

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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. At a minimum, the City will meet the deficit of 411 dwellings (21 acres) through its redevelopment strategies in Downtown and Glenwood. 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.

- 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. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g., ridgeline trail systems). Since no surplus of land designated for high density residential uses exists, the 21-acre high density residential plan designation deficit has been increased by seven (7) acres to provide parkland immediately adjacent to the proposed high density residential district.

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

Chapter 1

Introduction

This report presents a housing needs analysis for the City of Springfield. The primary purpose of this report is to address the requirement of H.B. 3337 that Springfield "demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years." The study 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. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

BACKGROUND

The City of Springfield has not conducted a housing needs analysis since the *Eugene-Springfield Residential Lands and Housing Study* was completed in 1999. In the six years since the study was completed, Springfield's population has increased by nearly 3,000 residents, an increase of more than 5% over the six-year period.

In 2007, the Oregon State Legislature passed House Bill 3337 which requires Springfield to:

(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and

(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.

The analysis and determination of land sufficiency required under section (b) must be completed by December 31, 2009. This study is intended to meet the requirements of section (b) by determining whether the City has sufficient land within the Springfield Urban Growth Boundary (UGB) to accommodate expected future housing needs. To make this determination, this report presents a housing needs analysis consistent with requirements of Goal 14, ORS 197.296, and OAR 660-008. As required by HB 3337, the City intends to "complete the inventory, analysis and determination required under ORS 197.296(3)" before the end of 2009, and to complete the remainder of its obligations under HB 3337 and ORS

197.296 early in 2010. Consistent with the requirements of ORS 197.296(2) the planning period for this study is 2010-2030.

PURPOSE

The purpose of this study is to provide an assessment of residential development capacity and demand for residential land. The study will serve two purposes: (1) to inform policy makers about planning options and (2) to fulfill state planning requirements for a twenty-year supply of residential land. Consistent with the requirements of ORS 197.296, communities engaged in a buildable lands analysis and housing need assessment must complete, in part, the following:

- Inventory the supply of buildable lands within the current urban growth boundary;
- Determine the actual density and the actual mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater. Development activity used for this review was between 1999 and June 2008.[2]
- Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules related to housing, to determine the amount of land needed for each needed housing type for the next 20 years (2010-2030).

This report presents an analysis consistent with the above outlined requirements, and draws upon previous work that ECONorthwest for a number of Oregon cities and regions. The report is intended to serve as the basis for subsequent discussions and policy choices regarding the management of growth in Springfield and to enable the city to complete the residential lands inventory, analysis and determination required by ORS 197.296(3) and Section 3 of 2007 Or Laws Chapter 650 (HB 3337). It does not address land use efficiency measures as required by ORS 197.296 and OAR 660-024. Land use efficiency measures will be addressed through a separate process.

In general, a housing needs analysis contains a *supply* analysis (existing housing, planned housing, and buildable land) and a *demand* analysis (population and employment growth leading to demand for more built space: housing by type and density). The geographic scope of the housing needs analysis is all land inside the current acknowledged Eugene-Springfield Metropolitan Urban Growth Boundary east of Interstate 5.

[2] The City uses the 1999-2006 period for analysis due to limited availability of permit data that can be cross-referenced to tax lot data to develop density estimates. Moreover, the 1990 and 2000 Census provides an accurate source for analysis of housing mix trends during the 1990s.

ORGANIZATION

The rest of this report is organized as follows:

- **Chapter 2, Framework For A Housing Needs Analysis,** describes the theoretical and policy underpinnings of conducting a Goal 10 housing needs analysis for Oregon cities.
- **Chapter 3, Residential Land Inventory,** describes the supply of residential land available to meet the 20-year need for housing.
- **Chapter 4, Historical Development Trends,** summarizes building permit and subdivision data to evaluate residential development by density and mix for the period beginning September 1, 1988, through June 30, 2000.
- **Chapter 5, Housing Needs Analysis,** presents a housing needs analysis consistent with HB 2709 requirements and the HB 2709 Workbook.
- **Chapter 6, Comparison of Supply and Need,** compares buildable land supply with estimated housing need.

The report also includes two appendices:

- **Appendix A, Context for Assessing Housing Needs** provides an overview of planning for housing and typical local policy objectives related to affordable housing.
- **Appendix B, National and Regional Housing Trends** presents research ECO has performed over the course of several years describing key factors affecting housing at the national and regional level.

Chapter 2

Framework for a Housing Needs Analysis[3]

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenity (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced by both economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors; and the housing market in Lane County and Springfield are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built between 2010 and 2030.

The complexity of a housing market is a reality, but it does not obviate the need for some type of forecast of future housing demand and need, and its implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

OREGON HOUSING POLICY

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197), established the Land Conservation and Development Commission (LCDC), and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008). Goal 10 requires incorporated cities to complete an inventory of buildable residential lands

[3] This chapter is based on studies ECONorthwest has completed for other Oregon cities and regions.

and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as "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 defines needed housing types:

(a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;

(b) Government assisted housing;[4]

(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and

(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

ORS 197.296 defines factors to establish sufficiency of buildable lands within urban growth boundary and requires analysis and determination of residential housing patterns. It applies to cities with populations of 25,000 or more and requires cities to:

- Demonstrate that its comprehensive plan or regional plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years (ORS 197.296(2));

- Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands (ORS 197.296(3)(a)); and

- Conduct an analysis of housing need by type and density range to determine the number of units and amount of land needed for each needed housing type for the next 20 years (197.296(3)(b)).

ORS 197.296 also defines a process for cities to following when considering UGB expansions to meet identified residential needs. ORS 197.296(6) requires cities to take one or more of the following actions if the housing need is greater than the housing capacity to accommodate the additional housing need:

a. Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process,

[4] Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

the local government must consider the effects of "land use efficiency measures." The amendment must include sufficient land reasonably necessary to accommodate the siting of new public school facilities;

b. Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary; or

c. Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

ORS 197.296 is also explicit about what must be considered in a housing needs analysis and the buildable lands inventory. For the purpose of the inventory, "buildable lands" includes:

(A) Vacant lands planned or zoned for residential use;

(B) Partially vacant lands planned or zoned for residential use;

(C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and

(D) Lands that may be used for residential infill or redevelopment.

To visually display the buildable lands inventory, the inventory includes a map that identifies lands that are vacant, partially vacant, or designated for mixed-use development.

The needs analysis includes an analysis of historical housing density and mix. This analysis, which must include data in the last periodic review or five years, whichever is greater.[5]

(A) The number, density and average mix of housing types of urban residential development that have actually occurred;

(B) Trends in density and average mix of housing types of urban residential development;

(C) Demographic and population trends;

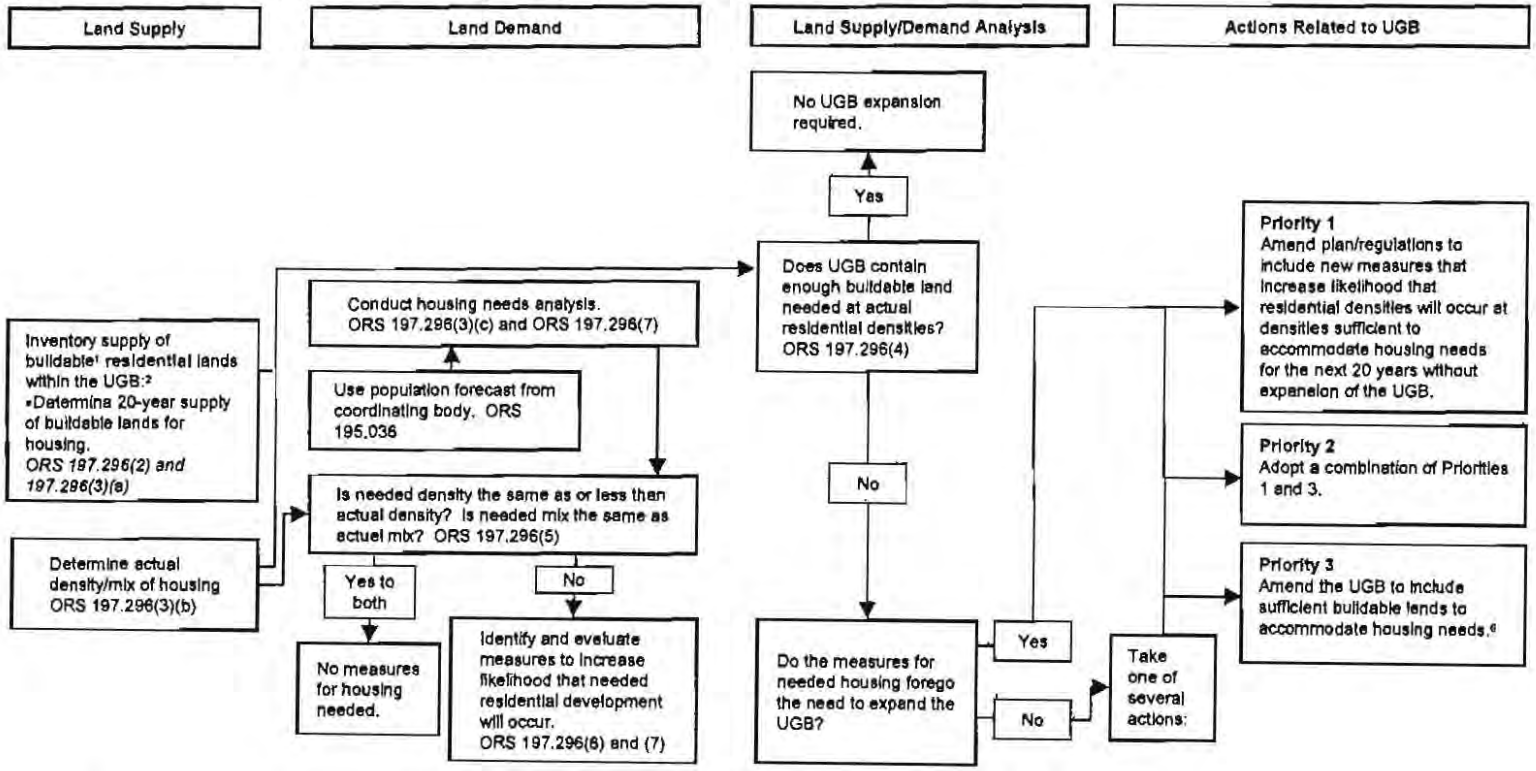
(D) Economic trends and cycles; and

[5] A local government can make a determination to use a shorter time period than the time period described if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years.

(E) The number, density and average mix of housing types that have occurred on the buildable lands.

Figure 2-1 provides a graphic representation of the housing needs analysis process as defined in ORS 197.296.

Figure 2-1. Process for determining the sufficiency of residential lands



Footnotes:

1 Buildable lands means vacant and redevelop-able lands in urban and urbanizable areas that are suitable, available and necessary for residential uses. ORS 197.295(2)

2 Goal 14 requires UGB amendments to be adopted by City and County County. OAR 660-015-0000(14)

Chapter 3

Residential Land Inventory

The residential lands inventory is intended to identify lands that are available for development within the UGB. The inventory is sometimes characterized as *supply* of land to accommodate growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the density of development.

This chapter presents the *residential* buildable lands inventory for the City of Springfield.[6] The results are based on analysis of Geographic Information System data provided by City of Springfield GIS and Lane County Assessment data. The analysis also used aerial orthophotographs for verification.

METHODS, DEFINITIONS, AND ASSUMPTIONS

The first step of the residential buildable lands inventory was to identify the "land base." The land base includes all lands in the Springfield portion of the Metro UGB that are either fully or partially within a residential plan designation. The following plan designations were included in the residential land base:

- High Density Residential
- Medium Density Residential
- Low Density Residential

The foundational assumptions for the residential lands inventory were reviewed and discussed by the Residential Lands Stakeholder Committee. The committee recommended a package of definitions and assumptions for use in the residential land inventory. These were reviewed with the Planning Commission and Council and approved for use in the study. The draft acreages presented in this chapter utilize the definitions and assumptions and also incorporate more detailed information from the Lane County Assessor's Office to determine the character of the parcels.

Property Class and Stat Class codes from the Lane County Assessor's Office were used to help determine if a property is vacant and what type of structure (if any) is present on the land. Property Class is a three digit code to define the current use of the land (residential, commercial, industrial, multi-family, etc) and whether is vacant or developed. Stat Class is also a three digit code used by the Assessor's Office to describe the type of structure on a parcel (single-family home, multi-family structure, agricultural outbuilding, etc.). Aerial Photos were

[6] The residential buildable lands inventory was a collaborative effort between City of Springfield staff and ECONorthwest.

also used in some cases to help determine presence and extent of development on a site if other information was not clear.

A key step in the buildable lands analysis was to classify each tax lot into a set of mutually exclusive categories. All tax lots in the UGB are classified into one of the following categories:

- *Vacant Land.* This category includes parcels with no structures or with structures with a value of less than $10,000; parcels have not been precluded from development by a conditional use permit (CUP) or other commitment.

- *Partially Vacant Land.* This category includes parcels over 0.5 acre in a residential plan designation with an existing dwelling. The vacant portion of each lot was calculated by deducting 0.25 acres for each existing dwelling, and constrained areas as defined in the "Unbuildable, Not Serviceable" land definition.

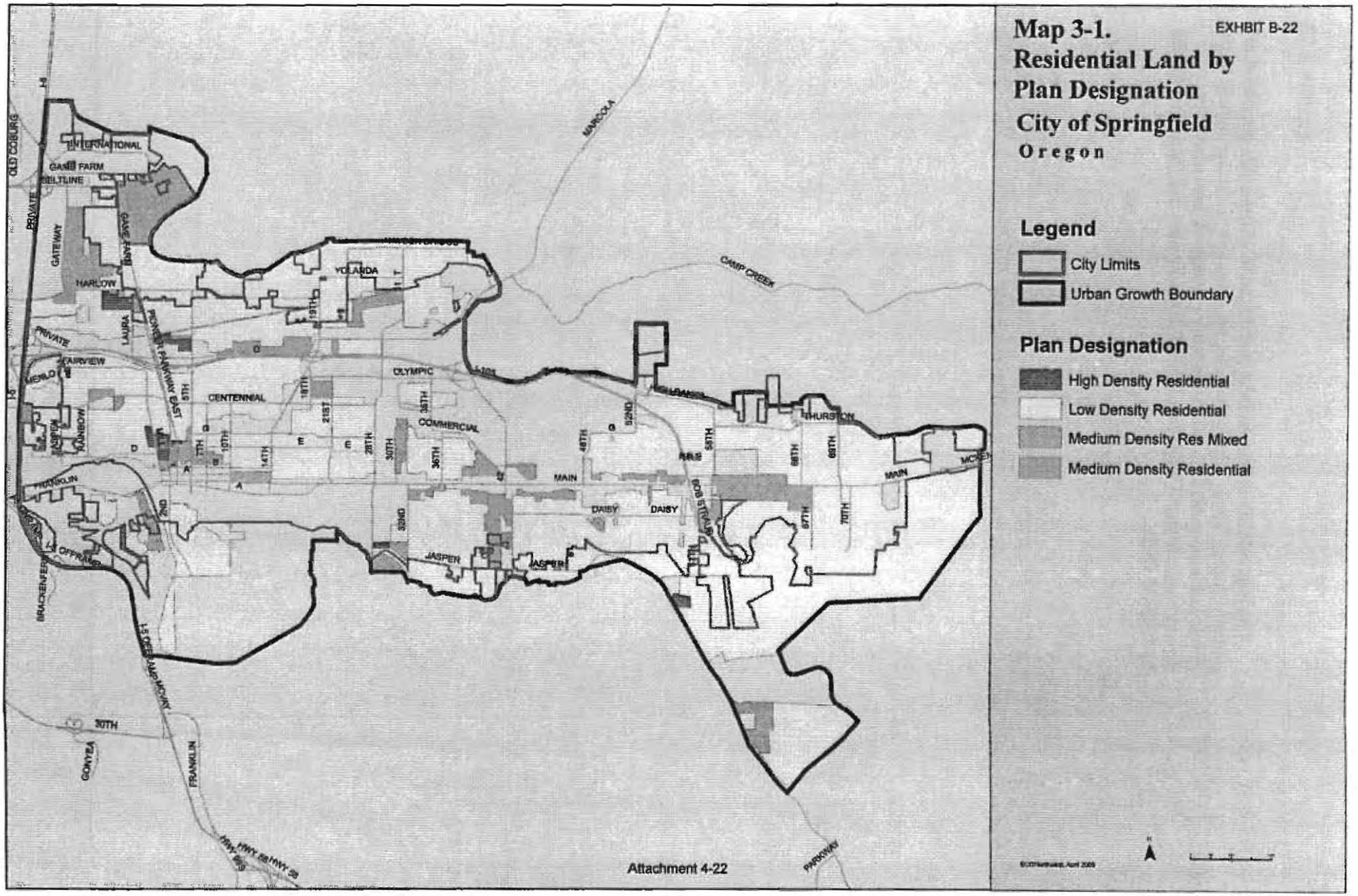
- *Unbuildable, Not Serviceable Land.* This category includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land.

- *Developed land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

- *Potentially redevelopable land.* Land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period. Rather than speculating on which lands will redevelop during the planning period, Springfield uses historical rates of redevelopment as the basis for estimating how much redevelopment will occur during the planning period.

The initial classifications, while not perfect, provided a starting point. The initial classification was used to help City staff to define a list of parcels that meet the assumptions and criteria in the definitions listed below. The next step in the process was verification. City staff and ECONorthwest spent considerable effort to review and verify land classifications. Verification steps included review of classifications on top of 2008 aerial photographs, cross referencing data with LCOG land use data, and in selected instances, field verification.

The land classifications result in identification of lands that are vacant or partially vacant. The inventory includes all lands within the Springfield UGB. Public and semi-public lands are generally considered unavailable for development. Map 3-1 shows *residential* lands by plan designation within the Springfield UGB.


Map 3-1.
EXHIBIT B-22
Residential Land by
Plan Designation
City of Springfield
Oregon
Legend
City Limits
Urban Growth Boundary
Plan Designation
High Density Residential
Low Density Residential
Medium Density Res Mixed
Medium Density Residential
INTERNATIONAL
GAME FARM
BELTLINE
GATEWAY
HARLOW
PRIVATE
LAURA
PIONEER PARKWAY EAST
FAIRVIEW
WEBB
RAINBOW
CENTENNIAL
YOLANDA
OLYMPIC
COMMERCIAL
MARCOLA
CAMP CREEK
THURSTON
MAIN
DAISY
JASPER
FRANKLIN
BOB STRAUB
OFFRAMP
BRACKENFERN
GONYEA
30TH
HWY 126/HWY 99
PARKWAY
Attachment 4-22

RESULTS

LAND BASE

The first step in the residential land inventory was to determine the land base. This step was necessary because the inventory only covers a subset of land in the Springfield UGB. The land base is the subset of tax lots that fall within the plan designations included in the residential portion of the inventory.

Table 3-1 shows acres within the Springfield UGB and city limits in 2008. According to the City GIS data, Springfield has about 14,603 acres within its UGB. Of the 14,603 acres, 12,139 acres (about 83%) are in tax lots. Land not in tax lots is primarily in streets and waterways. Springfield has about 9,958 acres within its City Limits; of these 8,060 acres (about 81% of total acres in the City Limit) are in tax lots. Additionally, the City has about 4,645 acres between the City Limits and Urban Growth Boundary (the UGA); of this about 4,079 acres are in tax lots.

Table 3-1. Acres in Springfield UGB and City Limit, 2008

Area	Tax Lots	Total Acres	Acres in Tax Lots	Percent in Tax Lots
t mt	19 477	9 958	8 060	81
an th A ea	3 150	4 645	4 079	88
Total	**22,627**	**14,603**	**12,139**	**83%**

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Table 3-1 summarizes all land in the Springfield UGB. The next step is to identify the residential land base (e.g., lands with plan designations that allow housing or "residential lands"). The land base includes traditional residential designations, as well as mixed-use designations. Note that not all of the land in mixed-use designations will be used for employment.

Table 3-2 shows that about 7,482 acres within the Springfield UGB is included in the residential land base. Thus, about 62% of land within the Springfield UGB is included in the residential land base. The database includes all land in tax lots that have any portion that is in a residential plan designation.

Table 3-2. Lands designated for residential uses, Springfield UGB, 2008

Area	Value
n e B	
m e Ta t	22 627
Ac e n Ta t	12 139
n e IB	
Ta t n e ent a e nat n	20 159
Ac e n an Ba e n e ent a e nat n	7 482

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Table 3-3 shows residential acres by classification and constraint status for the Springfield UGB in 2009. Analysis by constraint status (the table columns) shows that about 4,832 acres are classified as built or committed (e.g., unavailable for development), 1,203 acres were classified as constrained, and 1,447 were classified as vacant buildable.

Table 3-3. Residential acres by classification, Springfield UGB, 2009

			Land not avialable for housing		Land available for housing	
Classification	Tax Lots	Total Ac	Developed Ac	Constrained Ac	Buildable Ac	Capacity (DU)
Land with no development capacity						
e e e	18 745	4 408	4 124	284	0	0
a ch	96	335	314	21	0	0
c	58	79	35	44	0	0
ht a	145	175	145	30	0	0
Subtotal	**19,044**	**4,997**	**4,618**	**379**	**0**	**0**
Land with development capacity						
a te anne	18	151	138	13	ee n te	1 248
a t a acant	234	841	77	170	595	3 206
acant	863	1 493	0	641	852	4 039
Subtotal	**1,115**	**2,485**	**214**	**824**	**1,447**	**8,493**
Total	**20,159**	**7,482**	**4,832**	**1,202**	**1,447**	**8,493**

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e n nt Th ca act e ecte n Ta e 3-7

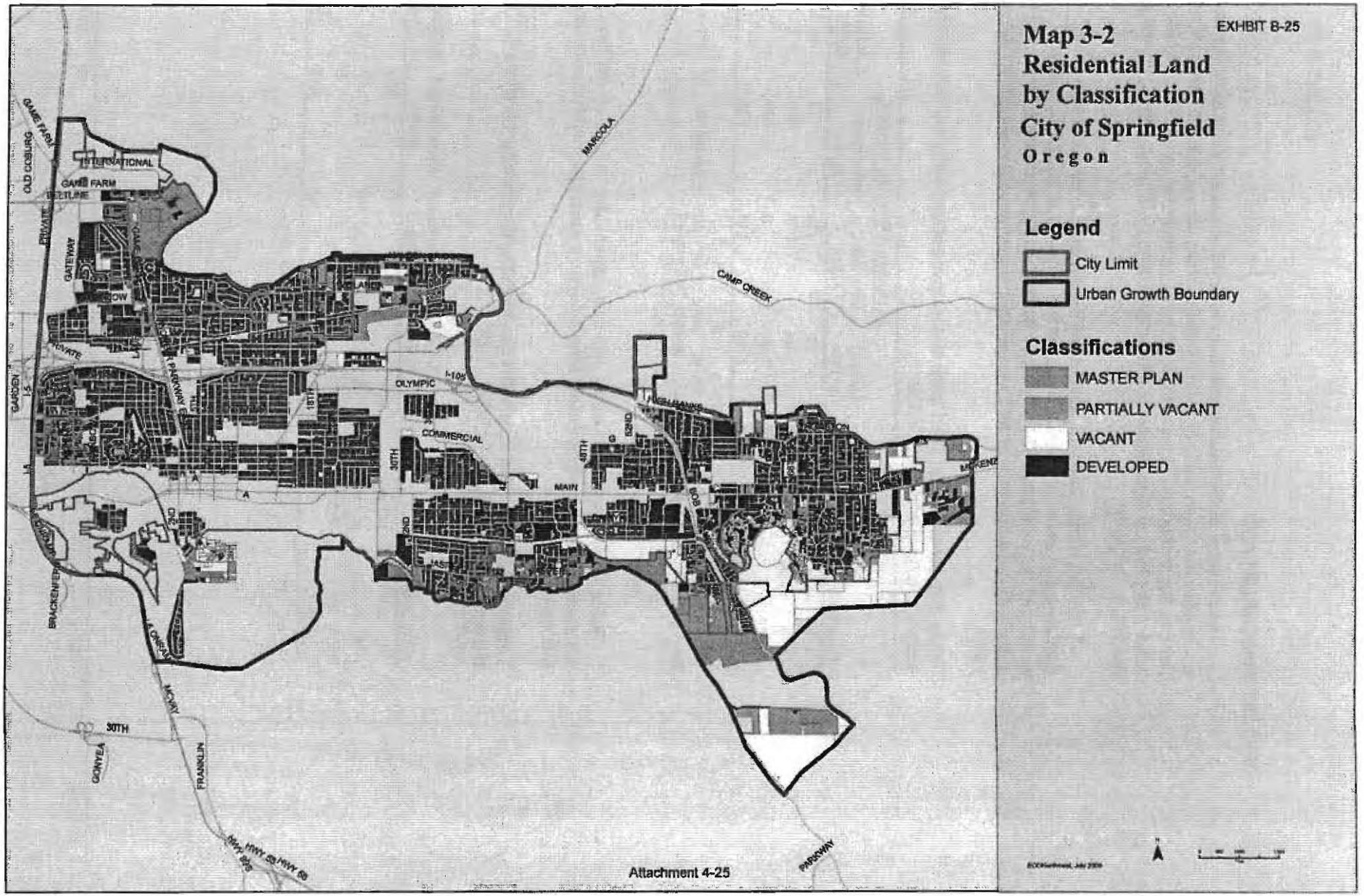
EXHIBIT B-25
Map 3-2
Residential Land
by Classification
City of Springfield
Oregon
Legend
City Limit
Urban Growth Boundary
Classifications
MASTER PLAN
PARTIALLY VACANT
VACANT
DEVELOPED
MARCOLA
CAMP CREEK
COMMERCIAL
MAIN
30TH
GONYEA
FRANKLIN
PARKWAY
Attachment 4-25

VACANT BUILDABLE LAND

The next step in the buildable land inventory is to net out portions of vacant tax lots that are unavailable for development. Areas unavailable for development fall into two categories: (1) developed areas of partially vacant tax lots, and (2) areas with physical constraints (in this instance areas with steep slopes, waterway buffers, or wetlands).

Table 3-4 shows land with development capacity by constraint status. The data show that about 214 acres within tax lots with development capacity are developed. An additional 824 acres have development constraints that are unbuildable, leaving about 1,447 vacant buildable residential acres within the UGB.

Table 3-4. Residential land with development capacity by constraint status, Springfield UGB, 2009

			Acres unavailable for housing		
Classification	Tax Lots	Acres in Tax Lots	Developed Acres	Unbuildable Acres	Buildable Acres
a te anne	18	151	138	13	ee n te
a t a acant	234	841	77	170	595
acant	863	1 493	0	641	852
Total	**1,115**	**2,485**	**214**	**824**	**1,447**

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te a e ac e a e h n ma te anne a ea eca e the ma te an ent e
the n m e e n nt Th ca act e ecte n Ta e 3-7

Table 3-5 shows vacant land by plan designation. Map 3-3 shows the location of vacant land by plan designation. Map 3-4 shows vacant land with constraints that are unbuildable.

Table 3-5. Residential land with development capacity by plan designation, Springfield UGB, 2008

Plan Designation	Tax Lots	Total Acres in Tax Lots	Developed Acres	Constrained Acres	Buildable Acres
en t e ent a	981	2 137	71	765	1 301
e m en t e ent a	126	329	142	58	128
H h en t e ent a	8	19	1	0	18
Total	**1,115**	**2,485**	**214**	**824**	**1,447**

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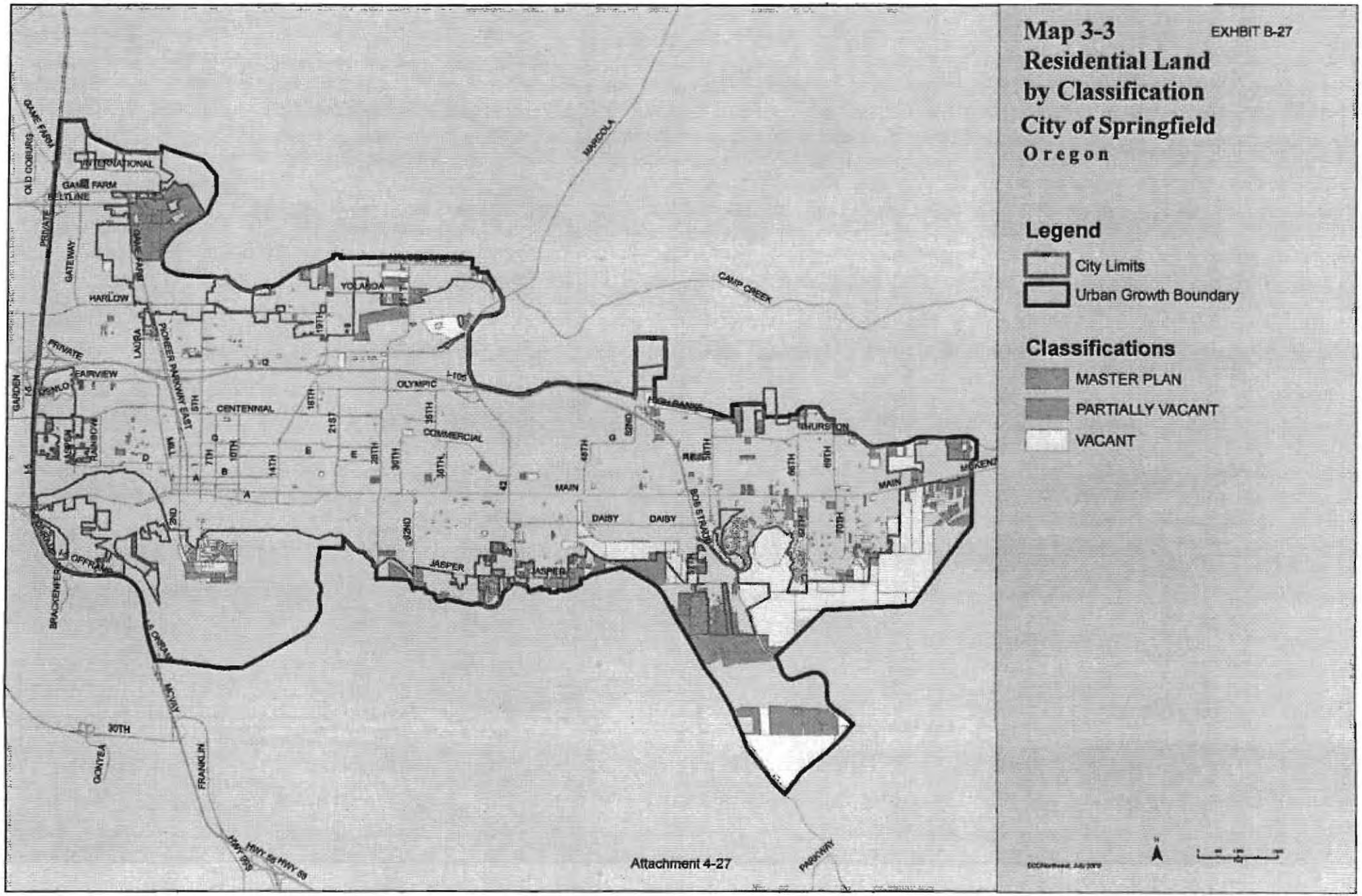
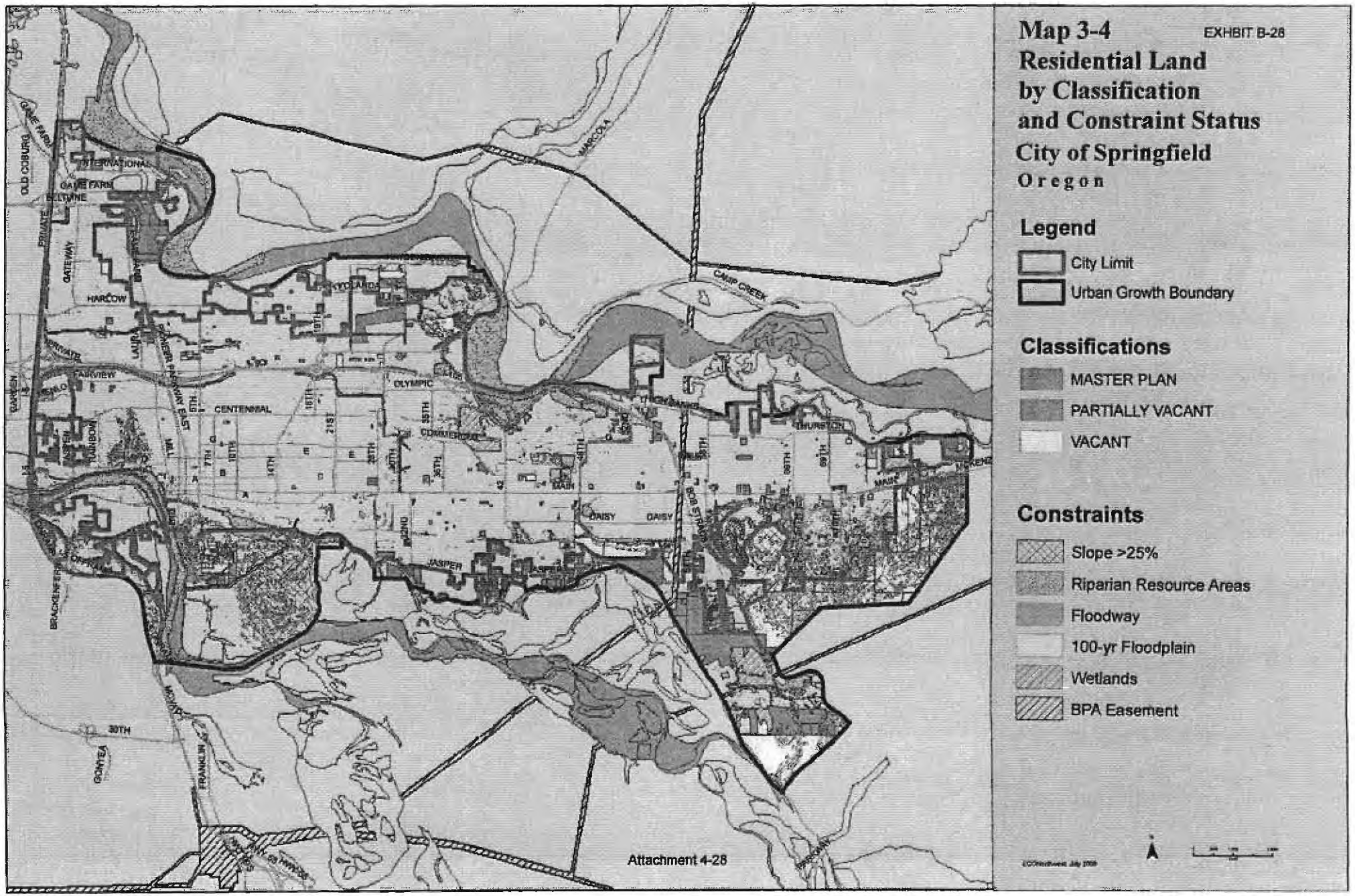

Map 3-3
EXHIBIT B-27
Residential Land
by Classification
City of Springfield
Oregon
Legend
City Limits
Urban Growth Boundary
Classifications
MASTER PLAN
PARTIALLY VACANT
VACANT
INTERNATIONAL
GAME FARM
BELTLINE
GATEWAY
HARLOW
YOLANDA
MARCOLA
CAMP CREEK
PIONEER PARKWAY EAST
FAIRVIEW
OLYMPIC
CENTENNIAL
COMMERCIAL
MAIN
DAISY
JASPER
HURSTON
MCKENZIE
BOB STRAUB
FRANKLIN
HWY 126
HWY 99
Attachment 4-27


Map 3-4
EXHIBIT B-28
Residential Land
by Classification
and Constraint Status
City of Springfield
Oregon
Legend
City Limit
Urban Growth Boundary
Classifications
MASTER PLAN
PARTIALLY VACANT
VACANT
Constraints
Slope >25%
Riparian Resource Areas
Floodway
100-yr Floodplain
Wetlands
BPA Easement
Attachment 4-28

REDEVELOPMENT POTENTIAL

Redevelopment potential addresses land that is classified as developed that may redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio. Different studies use different improvement to land value ratio thresholds.

This study does not use improvement-to-land value ratios as a redevelopment threshold. The City of Springfield understands that low-value housing is an integral part of the City's affordable housing stock and that encouraging redevelopment of such housing will likely result in an overall loss of affordable housing in Springfield.

Springfield uses a demand-based method to identify redevelopment potential. Redevelopment capacity is estimated based on historical redevelopment rates as described below.

Lane Council of Governments (LCOG) maintains a database that tracks all addresses and the attributes of the address, including: the record creation date, the type of residential use (e.g. single-family, duplex), the spatial location of the address, and other information. LCOG has stated that this information can be used in combination with building permit reports, Lane County tax assessor's data, and other boundary information for to estimate rates of residential redevelopment. The address database has a high degree of accuracy and is used for a variety of purposes, including emergency responses to 911 calls.

Analysis of historical redevelopment of residential lands provides context for determining how much redevelopment will occur over the 20-year planning period. Specifically, the analysis addressed redevelopment by analyzing new dwellings on developed lots. This includes lots that had addresses coded before 1999 and received additional addresses after 1999. In other words, it focuses on lands that were identified as "developed" in the buildable lands inventory, but had additional residential development in the 1999-2008 period.

The analysis found 102 new dwellings were added on developed lots between 1999 and 2008. This is about 4% of 2,860 dwellings added in Springfield during this period. Of the 102 new dwellings added, 32 were on land designated for Commercial Mixed Use, and 70 were on land designated Medium Density Residential.

Based on the analysis above, the City assumes that residential redevelopment rates will increase slightly over the planning period to 5% of needed new dwellings. The analysis presented in Chapter 5 (Table 5-30) shows that the City will need 5,920 new dwellings over the planning period. Applying the 5% redevelopment assumption to the 5,920 needed units yields 296 dwellings that will be allocated to land that is already developed. In other words, these 296 units will not need new vacant land.

RESIDENTIAL CAPACITY

The final step in a residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity).[7] This yields a total of 1,468 buildable acres.

Table 3-7 provides an estimate of how much housing could be accommodated by those lands based on the needed densities identified in Table 5-30 after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). These figures are derived from the city-approved master plans for both of these developments.

Table 3-7 shows that Springfield has capacity for 9,018 dwelling units within the existing UGB. Note that this figure includes capacity for 8,722 dwellings on vacant land an additional 296 units through redevelopment.

Table 3-7. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
en t e ent a	1 301	5 379	60
e m en t e ent a	128	2 718	30
H h en t e ent a	18	355	4
e - e en	21	270	3
e e e ment	na	296	3
Total	**1,468**	**9,018**	**100%**

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te E t mate e ent a e e ment ca act nc e te th
a e ma te an e Ben – 730 an a c a ea – 518
A th ca act n the e m en t e ent a an e nat n

[7] Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

Chapter 4 Historical Development Trends

Analysis of historical development trends in Springfield provides insights into how the local housing market functions. The housing type mix and density are also key variables in forecasting future land need. Moreover, such an analysis is required by ORS 197.296. The specific steps are described in Task 2 of the DLCD HB 2709 Workbook:

1. Determine the time period for which the data must be gathered
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

ORS 197.296 requires the analysis of housing mix and density to include the past five years or since the most recent periodic review, whichever time period is greater.[8]

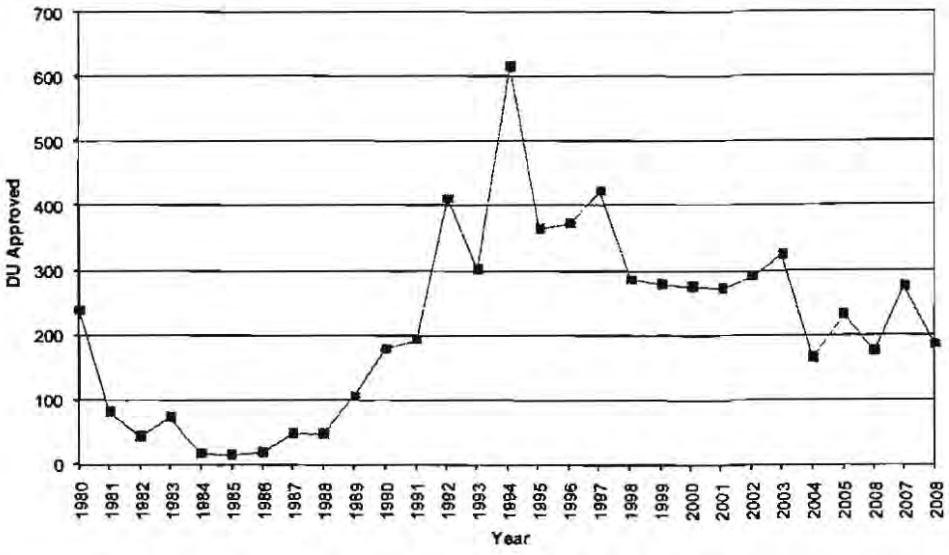
The City of Springfield used the 1999- July 2008 period for this analysis. The rationale for using this period is that permit data prior to 1999 could not be associated with tax lots to develop density estimates. Moreover, the most recent housing needs analysis and inventory for the Eugene-Springfield Metropolitan Area was conducted in 1999. With respect to housing mix, the 1990 and 2000 Census provide more accurate counts.

RESIDENTIAL DEVELOPMENT TRENDS

Figure 4-1 shows dwelling units approved in the Springfield city limits between 1980 and July 2008. Springfield approved 5,836 dwellings during this 26-year period. The number of dwellings approved annually ranges from a low of 14 in 1985 to a high of 616 in 1994. Springfield averaged about 217 dwelling unit approvals per year during this period. The rate of development, however, shows considerable variation from year to year. That variation can be largely tied to economic conditions in the region.

[8] Specifically, ORS 197.296(5) (b) states: "A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years."

Figure 4-1. Dwelling units approved through building permits issued for new residential construction, Springfield, 1980 – July 2008



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Between July 1999 and July 2008, Springfield issued a total of 1,971 building permits for new residential construction that allowed 2,860 dwelling units. Figure 4-1 shows that the number of dwelling units approved varies from year to year and peaked at 515 in 2002. The number of dwellings approved was slower in 1999 and 2001. Between 2003 and 2005, the number of dwellings approved remained relatively steady at around 360 annually. By 2006, residential permits reflected the downturn in the national housing market, but still remained relatively strong averaging around 200 permits per year.

Figure 4-1. Dwelling units approved through building permits issued for new residential construction, Springfield, July 1999 – July 2008

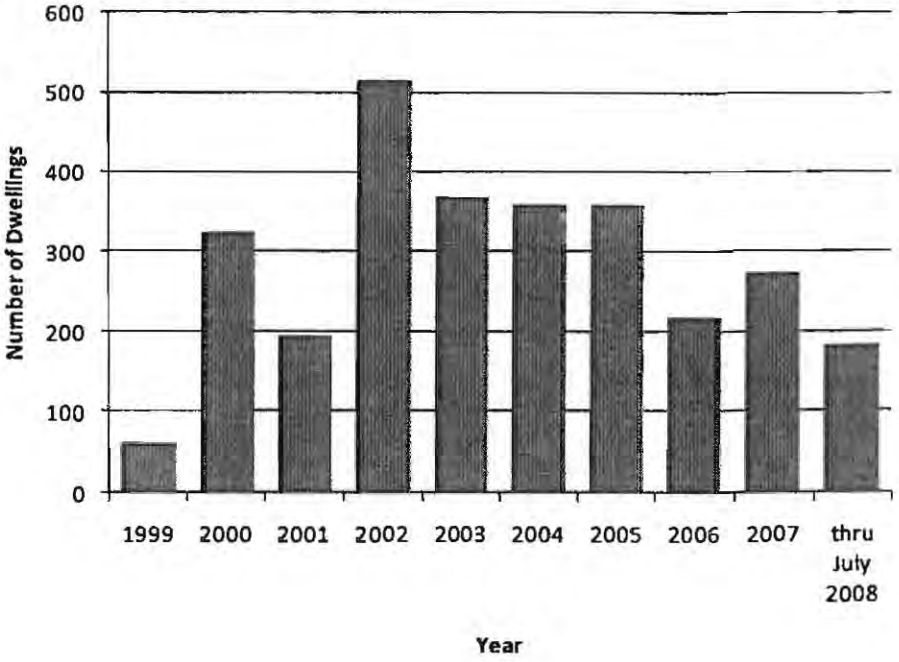

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Table 4-1 shows dwelling units approved through building permits issued for new residential construction by type within Springfield. The data indicate that about 54% of residential dwellings approved were for single-family detached dwellings, manufactured homes accounted for about 10% of all permits issued, and multifamily housing of all types accounted for 36% of permits issued.

Table 4-1. Dwelling units approved through building permits issued for new residential construction by type, Springfield, July 1999 – July 2008

Year	Single Family	Manufact-ured Home	Duplex	Tri-Plex	Four-Plex	Apart-ment	Total Units
1999	30	9	22	0	0	0	61
2000	209	38	30	3	4	40	324
2001	121	46	16	6	0	6	195
2002	252	45	14	0	4	200	515
2003	230	31	18	6	84	0	369
2004	155	26	38	6	12	122	359
2005	144	31	38	6	140	0	359
2006	116	27	17	3	56	0	219
2007	180		30	0	4	61	275
thru July 2008	92	27	10	0	0	55	184
Total Units	**1529**	**280**	**233**	**30**	**304**	**484**	**2860**
% of Units	**53.5%**	**9.8%**	**8.1%**	**1.0%**	**10.6%**	**16.9%**	**100.0%**

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TRENDS IN HOUSING MIX AND TENURE

The housing mix by type (i.e., percentage of single family, multi-family, and mobile/manufactured home units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, demographic characteristics, and amount of land zoned to allow different housing types and densities.

Table 4-2 shows changes in Springfield's housing mix from 1990-2000. Between 1990 and 2000, Springfield increased its housing stock by 19%, adding 3,451 dwelling units. The mix of housing did not change substantially. In 1990 and 2000, 54% of dwelling units were single-family detached units. Over the ten-year period, Springfield added more than 2,000 single- family detached dwellings.

Thirty-one percent of the new dwellings added between 1990 to 2000 were multifamily or manufactured. However, the share of these more affordable housing types did not increase in Springfield over the ten-year period. In 1990, these housing types accounted for 37% of the housing stock and in 2000 they accounted for 37% of the housing stock.

With respect to tenure, Springfield experienced a 4% increase in the ownership rate between 1990 and 2000. About 49% of housing in the Springfield city limits was owner-occupied in 1990 and 54% was owner-occupied in 2000. Homeownership rates in Springfield are lower than County and State averages. In 1990, about 61% of homes were owner-occupied in Lane County, a figure that increased to 63% by 2000. State homeownership rates were 63% in 1990 and 64% in 2000.

Table 4-2. Dwelling units by type and tenure, Springfield city limits, 1990 and 2000

	1990 Census		2000 Census		New DU 90-00		
Housing Units	Number	Percent	Number	Percent	Number	Percent	% Increase
n e-am etache	9 687	53 5	11 721	54 3	2 034	58 9	21
n e-am attache	1 755	9 7	1 794	8 3	39	1 1	2
t am	4 777	26 3	6 118	28 4	1 341	38 9	28
e an act e	1 902	10 5	1 939	9 0	37	1 1	2
Total housing units	**18,121**	**100.0%**	**21,572**	**100.0%**	**3,451**	**100.0%**	**19%**
Occupied Housing Units	**17,447**	**100.0%**	**20,514**	**100.0%**	**3,067**	**100.0%**	**18%**
ne - cc e	8 599	49 3	10 987	53 6	2 388	77 9	28
ente - cc e	8 848	50 7	9 527	46 4	679	22 1	8

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Table 4-3 shows type of dwelling by tenure (owner/renter-occupied) in 2000. The results show that single-family and manufactured housing types have a much higher ownership rate than other housing types—about 95% of owner-occupied units were in these housing types. Multifamily housing types, including duplexes were predominately renter occupied. It is also notable that 88% of the single-family attached dwellings were renter occupied. By contrast, 20% of single-family detached and 13% of mobile homes were renter occupied in 2000.

Table 4-3. Housing units by type and tenure, Springfield city limits, 2000

	Owner-Occupied			Renter-Occupied			Total	
Housing Type	Number	% by Tenure	% by Type	Number	% by Tenure	% by Type	Number	% by Type
n e-am etache	8 989	80	82	2 219	20	23	11 208	55
n e-am attache	204	12	2	1 494	88	16	1 698	8
t am - e	118	10	1	1 113	90	12	1 231	6
t am -3 nt	89	2	1	4 447	98	47	4 536	22
e h me	1 581	87	14	244	13	2	1 825	9
Total	**10,981**	**54%**	**100%**	**9,517**	**46%**	**100%**	**20,498**	**100%**

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Table 4-4 shows changes in Springfield's housing mix from 2000-July 2008 based on 2000 Census and residential building permit data provided by the City of Springfield. Between 2000 and July 2008, Springfield increased its housing stock about 13%, adding 2,799 dwelling units. The mix of housing changed slightly, with multifamily dwellings accounting for about 0.9% greater share in July 2008 than 2000.

Table 4-4. Estimated dwelling units by type, Springfield city limits, 2000 and July 2008

	2000 Census		2006 Est.		New DU 00-06		
Housing Units	Number	Percent	Number	Percent	Number	Percent	% Increase
n e- am etache	11 721	54 3	13 220	54 2	1 499	53 6	13
n e- am attache	1 794	8 3	1 794	7 4	na	na	0
t am	6 118	28 4	7 147	29 3	1 029	36 8	17
e an act e	1 939	9 0	2 210	9 1	271	9 7	14
Total housing units	**21,572**	**100.0%**	**24,371**	**100.0%**	**2,799**	**100.0%**	**13%**

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DENSITY

Table 4-5 summarizes approved *net* residential densities by housing type from July 1999 through July 2008. During this period, 2,860 dwelling units were approved by residential building permits. The dwellings are associated with individual tax lots to calculate the net residential density (expressed in dwelling units per acre).[9] This development consumed 436.3 net vacant acres. New housing in Springfield developed at an average net density of 6.6 dwelling units per net buildable acre between 1999 and July 2008.

The data indicate that single-family detached housing types averaged a density of 5.4 dwelling units per net acre, while manufactured homes achieved a lower density of 4.6 dwelling units per net acre. Multifamily housing types show more variation—from 25 units per net acre for triplexes, to 8.5 dwelling units per net acre for fourplexes, and 24.4 dwellings per net acre for apartment buildings with five or more units.

[9] OAR 660-024-0040(9) defines a net buildable acre as follows: For purposes of this rule, a "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rigbts-of-way, restricted hazard areas, public open spaces and restricted resource protection areas.

Table 4-5. Actual residential density by housing type, in net acres, Springfield, July 1999 – July 2008

Housing Type	Dwelling Units	Percent of DU	Net Acres	DU/Net Acre
Single-Family Detached	1 529	53	280 7	5 4
Manufactured Home	280	10	61 2	4 6
Duplex	233	8	37 5	6 2
Triplex	30	1	1 2	25 0
Fourplex	304	11	35 9	8 5
Apartments 5+ Units	484	17	19 8	24 4
Total	**2,860**	**100%**	**436.3**	**6.6**

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Chapter 5 Housing Demand and Need

Chapter 2 described the framework for conducting a housing "needs" analysis. ORS 197.296 (HB 2709) requires cities over 25,000 or fast growing cities to conduct a housing needs analysis. A recommended approach is described in Task 3 of the HB 2709 Workbook. The specific steps in the housing needs analysis are:

1. Project number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Estimate the number of additional needed units by structure type.
6. Determine the needed density ranges for each plan designation and the average needed net density for all structure types.

STEP 1: PROJECT NUMBER OF NEW HOUSING UNITS NEEDED IN THE NEXT 20 YEARS

Step 1 in the housing needs analysis is to project the number of *new* housing units needed during the planning period. This section describes the key assumptions and estimates of new housing units needed in Springfield between 2000 and 2020.

POPULATION

Springfield must have a population forecast to project expected population change over the 20-year planning period (in this instance, 2010-2030). Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2010 and 2030.

Table 5-1 shows the coordinated population forecast for the Springfield city limit, urban area (the area between the city limit and UGB), and the UGB for 2010 to 2030. The UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

Table 5-1. Springfield coordinated population forecast, Springfield UGB, 2010 to 2030

Year	City Limit	Urban Area	UGB
2010	58 891	8 140	67 031
2030	74 814	6 794	81 608
Change 2010-2030			
m e	15 923	1 346	14 577
e cent	27	-17	22
AA	1 2	-0 9	1 0

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PERSONS IN GROUP QUARTERS

Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically backed out of the population forecast for the purpose of estimating housing need. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, one assumes that any new requirements for these lodging types will be met by institutions (colleges, state agencies, health-care corporations) operating outside what is typically defined as the housing market. Group quarters, however, require land and are typically built at densities that are comparable to multiple-family dwellings.

Table 5-2 shows persons in group quarters in the City of Springfield as reported by the 1980, 1990, and 2000 Census.

Table 5-2. Persons in group quarters, City of Springfield, 1980, 1990, and 2000

VARIABLE	1980	1990	2000
T ta at n	41 621	44 683	52 864
e n n a te	184	298	635
e cent n a te	0 44	0 67	1 20

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For the purpose of estimating housing needs for Springfield, ECO assumed that 2% of new persons (291 persons) will reside in group quarters. This assumption reflects the trend shown in Table 5-2. The majority of these new persons will live in assisted living quarters.

A final note on persons in group quarters: persons in group quarters require land. While the Planning for Residential Growth workbook backs this component of the population out of total population that needs housing, it does not otherwise make accommodations for land demand for new group quarters. For the purpose of this analysis, we assume that persons in group quarters require land at

approximately the same density as multiple family housing. Land needed for group quarters is estimated at the end of this chapter.

HOUSEHOLD SIZE AND COMPOSITION

Twenty years ago, traditional families (married couple, with one or more children at home) accounted for 29% of all households in Oregon. In 1990 that percentage had dropped to 25%. It will likely continue to fall, but probably not as dramatically. The average household size in Oregon was 2.60 in 1980 and 2.52 in 1990. One and two person households made up the majority of Oregon households in 1990. The direct impact of decreasing household size on housing demand is that smaller households means more households, which means a need for more housing units even if population were not growing.

Table 5-3 shows average household size for Springfield as reported by the 1980, 1990, and 2000 Census. OAR 660-024-0040(7)(a) established a "safe harbor" assumption for average household size—which is the figure from the most recent Census (2.54 persons). The estimate of future housing needs uses an average household size of 2.54 persons, as allowed by the safe harbor.

Table 5-3. Average household size, Springfield, 1980, 1990 and 2000

Year	Average household size
1980	2 57
1990	2 54
2000	2 54

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mma e 1

VACANCY RATE

Vacant units are the final variable in the basic housing need model. Vacancy rates are cyclical and represent the lag between demand and the market's response to demand in additional dwelling units. Vacancy rates for rental and multiple family units are typically higher than those for owner-occupied and single-family dwelling units.

Table 5-4 shows that the average vacancy rate for Springfield varies by time period. The most recent Census showed an overall vacancy rate of 5%. The HCS housing needs model, however, requires separate vacancy rate figures for single-family and multifamily units. The vacancy rate in 2000 was 4.7% for single-family units and 5.7% for multifamily units.

Table 5-4. Average vacancy rate, Springfield, 1980, 1990 and 2000

Variable	1980	1990	2000
H n nt	17 469	18 121	21 500
cc e H n nt	16 173	17 447	20 426
acant H n nt	1 296	674	1 074
acanc ate	7 42	3 72	5 00

ce en at n an H n mma e 1

Thus study assumes an average vacancy rate of 5%--the same figure as reported in the 2000 Census. The countywide vacancy rate was 6.1% in 2000.

FORECAST OF NEW HOUSING UNITS, 2010-2030

The preceding analysis leads to a forecast of new housing units likely to be built in Springfield during the 2010 to 2030 period. Based on the assumptions shown in Table 5-5, Springfield will need 5,920 new dwelling units to accommodate forecast population growth between 2010 and 2030. These figures do not include new group quarters. The forecast assumes 60% will be single-family housing types (single-family detached and manufactured) and 40% will be multifamily. The rationale for the household mix is described in the housing needs analysis section of this chapter.

The results indicate that Springfield will need to issue permits for about 296 new dwelling units annually during the planning period. This figure is consistent with the 300 dwelling units approved annually during the 1999 to July 2008 period, but is still significantly below the 515 dwellings approved in 2002.

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

Table 5-5. Demand for new housing units, Springfield UGB, 2010-2030

Variable	Assumptions / Results
han e n e n	14 577
minus han e n e n n a te	291
equals e n nh eh	14 286
A e a eh eh e	2 54
e cc e	5 624
A e a e acanc ate	5
T ta ne	5 920
Single-family dwelling units	
e cent n e-am	60
e cc e n e-am	3 552
Multiple family dwelling units	
e centm t e am	40
e cc e m t e-am	2 368
Totals	
equals T ta ne cc e e n nt	5 920
e n nt nee e ann a	296

ce ac at n E th e t a e n a e ha at n eca t an a m t n e c e a e

STEP 2: IDENTIFY RELEVANT NATIONAL, STATE, AND LOCAL DEMOGRAPHIC AND ECONOMIC TRENDS AND FACTORS THAT MAY AFFECT THE 20-YEAR PROJECTION OF STRUCTURE TYPE MIX

NATIONAL HOUSING TRENDS

The overview of national, state, and local housing trends builds from previous work by ECO and conclusions from The *State of the Nation's Housing, 2008* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook for the next decade as follows:

> "Housing markets contraeted for a second straight year in 2007. The national median single-family home priee fell in nominal terms for the first time in 40 years of recordkeeping, leaving several million homeowners with properties worth less than their mortgages. With the economy softening and many home loans resetting to higher rates, an increasing number of owners had difficulty keeping current on their payments. Mortgage performance—especially on subprime loans with adjustable rates—eroded badly. Lenders responded by tightening underwriting standards and demanding a higher risk premium, accelerating the ongoing slide in sales and starts.

> "It is still uncertain how far, and for how long, the housing crisis will drive down household growth. Regardless, given the solid underpinnings of long-term demand—including the recent strength of immigration and the aging of the echo-boom generation into young adulthood—household growth will pick up again once the economy recovers. But if the nation suffers a prolonged economic downturn that results in lower immigration and more doubling up, household growth in 2010-2020 may fall short of the 14.4 million level currently projected.

This evaluation presents a bleak outlook for housing markets and for homeownership in the short-term brought on by the subprime mortgage crisis. However, the image painted of the future looks brighter, as the increase in housing demand is naturally induced by the growth of the population in the necessary age groups. Following is a summary of key national housing trends:

- By 2006, higher prices and rising interest rates had a negative impact on market demand. Investor demand, home sales and single-family starts dropped sharply. Growth in national sales prices also slowed. By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and fear of recession.

- Homeownership rates are decreasing. After 12 successive years of increases, the national homeownership rate slipped in 2005, again in 2006 to 68.8%, and again in 2007 to 68.1%. The Joint Center for Housing Studies predicts that once the corrections made to work off the housing oversupply and prices start to recover, a return to traditional mortgage products and the strength of natural demand will invigorate the homeownership rate.

- The long-term market outlook shows that homeownership is still the preferred tenure. Over the next decade, 88% of net household growth is expected to come from gains in the number of homeowners. While further homeownership gains are likely during this decade, they are not assured.

- Population increases will drive future demand. The Joint Center for Housing Studies indicates that demand for new homes could total as many as 14.4 million units nationally between 2010 and 2020. Nationally, the vast majority of these homes will be built in lower-density areas where cheaper land is in greater supply.

- People and jobs have been moving away from central business districts (CBDs) for more than a century: the number of the country's largest metropolitan areas with more than half of their households living at least 10 miles from the CBD has more than tripled from 13 in 1970 to 46 in 2000; in six metropolitan areas more than a fifth of households live at least 30 miles out. While people older than 45 years are generally continuing to move away from CBDs, younger people have begun to move nearer to CBDs.

- Demand for higher density housing types exists among certain demographics. They conclude that because of persistent income disparities, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes. Supply-side considerations, however, outweigh these demographic forces.

- Immigration will play a key role in accelerating household growth over the next 10 years. Between 2000 and 2006, immigrants contributed to over 60% of household growth. Minorities will account for 68% of the 14.6 million projected growth in households for the 2005 to 2015 period. Immigrants now comprise a growing share of young adults and children in the United States. Twenty percent of Americans ages 25-34 are foreign born, and an additional 9% are second generation Americans.

- An aging population, and of baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years. A recent survey of baby boomers showed that more than a quarter plan to relocate into larger homes and 5% plan to move to smaller homes. Second home demand among upper-income homebuyers of all ages also continues to grow. Households aged 50 to 69 are expected to account for the purchase of nearly half a million second homes between 2005 and 2015.

- The Joint Center for Housing studies expects rental housing demand to grow by 1.8 million households over the next decade. Minorities will be responsible for nearly all of this increased demand. The minority share of renter households grew from 37% in 1995 to 43% in 2005. The minority share is forecast to exceed 50% of renter households in 2015. Demographics will also play a role.

- Ratios of rent to income are forecast to continue to increase. In 2006, one in three American households spent more than 30% of income on housing, and more than one in seven spent upwards of 50%. The national trend towards increased rent to income ratios is mirrored regionally in that a salary of two to three times the 2007 Federal minimum wage of $5.85 is needed to afford rents in Lane County.

The U.S Bureau of Census Characteristics of New Housing Report presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several trends in the characteristics of housing are evident from the New Housing Report:

- Larger single-family units on smaller lots. Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units

under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.

- Larger multifamily units. Between 1999 and 2007, the median size of new multiple family dwelling units increased by 15%. The percentage of multifamily units with more than 1,200 sq. ft. increased from 26% to 47% in the western region and from 28% to 50% nationally. The percentage of units with less than 600 sq. ft. stayed at 1% both regionally and nationally.

- More household amenities. Between 1994 and 2007 the percentage of single-family units built with amenities such as central air conditioning, fireplaces, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multiple family units.

A clear linkage exists between demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in several publications. Analysis of data from the Public Use Microsample (PUMS) in the 2000 Census to describe the relationship between selected demographic characteristics and housing choice. Key relationships identified through this data include:

- Homeownership rates increase as income increases;

- Homeownership rates increase as age increases;

- Choice of single-family detached housing types increases as income increases;

- Renters are much more likely to choose multiple family housing types than single-family; and

- Income is a stronger determinate of tenure and housing type choice for all age categories.

STEP 3: DESCRIBE THE DEMOGRAPHIC CHARACTERISTICS OF THE POPULATION AND, IF POSSIBLE, HOUSING TRENDS THAT RELATE TO DEMAND FOR DIFFERENT TYPES OF HOUSING

State and regional demographic and housing trends are important to a thorough understanding of the dynamics of the Springfield housing market. Springfield exists in a regional economy; trends in the region impact the local

housing market. This section documents state and regional demographic and housing trends relevant to Springfield.

DEMOGRAPHIC TRENDS

This section reviews historical demographic trends in the Lane County and Springfield. Demographic trends provide a broader context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and shape future growth. To provide context, we compare the Springfield with Lane County and Oregon where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

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Oregon's *2006-2010 Consolidated Plan* includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.[10] The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide:

- 11th fastest growing in the United States
- Facing dramatic housing cost increases
- Facing median and adjusted incomes less than those of 1999
- Growing faster than national rates: 4.0% v. 3.3% and expecting a non-entitlement growth during this consolidated plan of about 6%, 82% of which will come from in-migration.
- Increasingly older
- Increasingly diverse
- Increasingly less affluent[11]

Richard Bjelland, State Housing Analyst at the Housing and Community Services Department of the State of Oregon, analyzed recent demographic changes taking place in Oregon and discussed their implications in a 2006 presentation "Changing Demographics: Impacts to Oregon and the US." Some of Bjelland's most significant findings are summarized below:

- Oregon's **minority population is growing** quickly. Minorities made up 9.2% of the population in 1990 and 16.5% of the population in 2000, a 52% increase.
- **Hispanics and Latinos make up a large share of that population** and their growth rate is higher than non-Hispanics/ Latinos. The growth rate of

[10] http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml

[11] State of Oregon Consolidated Plan, 2006-2010, pg. 23.

Oregon's non-Hispanic/ Latino population between 1990 and 2000 was 15.3% compared to 144.3% for Hispanics and Latinos.

- The **birth rates** of Hispanic/ Latino residents are higher than non-Hispanic/ Latino residents. In 1998, for the US, white non-Hispanic/ Latino residents had a birth rate of 12.3 per 1,000, lower than Asians and Pacific Islanders (16.4 per 1,000), black non-Hispanics (18.2 per 1,000) and Hispanic/ Latino (24.3 per 1,000).
- The share of resident births and deaths in Oregon shows the implications of that birthrate: Hispanic/ Latino residents accounted for 17.4% of births but only 1.4% of deaths in Oregon for 2001. In addition, **Hispanic/ Latino Oregonians are younger than non-Hispanic/ Latino residents**: in 2000, 75.9% of Hispanic/ Latino residents of Oregon are under age 35, compared to 45.7% of non-Hispanic/ Latino residents.
- In Oregon, Hispanic/ Latino **per capita income** in 2005 was only 44% of white per capita income.
- Hispanic/ Latino residents of Oregon become **homeowners** at younger ages than non-Hispanic/ Latino residents. Table 5-6 shows that Hispanic/ Latino Oregonians under 45 have higher homeownership rates than non-Hispanic/ Latino residents.

Table 5-6. Oregon homeownership rates by age of householder, 2000

Age of householder	Non-Hispanic/ Latino	Hispanic/ Latino
25-34	10 2	25 7
35-44	20 6	31 0
45 an e	68 1	39 4

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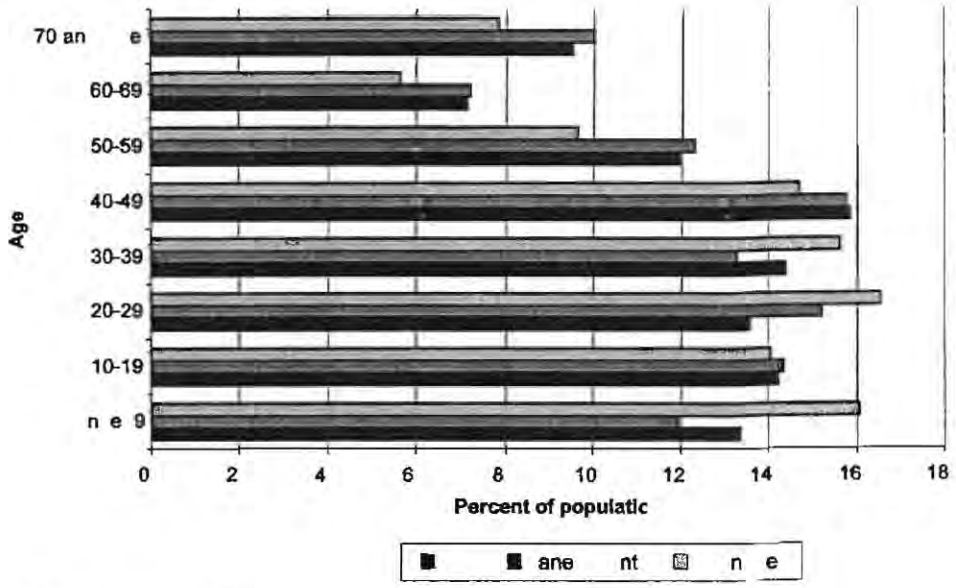
Regional demographic trends largely follow the statewide trends discussed above, but provide additional insight into how demographic trends might affect housing in Springfield.

Figure 5-1 shows the populations of Oregon, Lane County, and Springfield by age for 2000. Springfield has a greater proportion of its population less than 40 years old than Oregon and Lane County, especially residents aged 20-29 and under 9 years. Springfield has comparatively fewer residents over 40 than the state.

Figure 5-1. Population distribution by age, Oregon, Lane County, and Springfield, 2000



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Some outlying communities in the region have populations similar in age distribution to Springfield. Outlying communities with the largest percent of households with children from the 2000 census were: Creswell (41%), Veneta (40%), Junction City (40%), and Coburg (38%). The communities with the smallest percent of households with children were Eugene (27%), Oakridge (28%), and Cottage Grove (35%).

In the communities with larger shares of children, attendance rates of children in elementary school are *not* declining, unlike districts such as Oakridge, McKenzie, and Pleasant Hill. School districts that have experienced increases in the Kindergarten-2nd grade populations are Fern Ridge District 28J (increased since 2003), Lowell 71 (since 2004), Creswell 40 (since 1999 with a dip in 2004), and Junction City 69 (from 2002 to 2005). However, this data is based on small districts with small class sizes, so it is not entirely conclusive.

Outlying communities with the largest percent of persons 65 and over from the 2000 Census were: Oakridge (21%) and Cottage Grove (15%). The community with the smallest percent of persons 65 and older was Veneta (9%). These data indicate that some outlying communities' trend toward older populations, others trend towards younger populations with families with younger children.

Table 5-7 shows population by age for Lane County for 2000 and 2006. The data show that Lane County grew by 13,479 people between 2000 and 2006, which is a 4% increase. The age breakdown shows that the County experienced an increase in population for every age group over age 25. The fastest growing age

groups were aged 45 to 64 years and 65 and over. The group that experienced the fastest negative growth was ages 18-24.

Table 5-7. Population by age, Lane County, 2000 and 2006

	2000		2006		Change		
Age Group	Number	Percent	Number	Percent	Number	Percent	Share
n e 5	18 584	6	18 056	5	-528	-3	0
5-17	55 230	17	52 730	16	-2 500	-5	-1
18-24	38 662	12	34 666	10	-3 996	-10	-2
25-44	88 849	28	95 171	28	6 322	7	1
45-64	78 680	24	88 926	26	10 246	13	2
65 an e	42 954	13	46 889	14	3 935	9	1
Total	**322,959**	**100%**	**336,438**	**100%**	**13,479**	**4%**	**0%**

ce en 2000 an a ta 2006

Table 5-8 shows Claritas Inc. population forecast by age for Lane County from 2006 to 2011. The data show that, with the exception of the 5-17 and 18-24 year old groups, each age group will experience growth and that groups aged 65 years and older and 45 to 64 years will grow at the fastest rates. The forecast shows that the 5 to 17 and 18 to 24 year age groups will decline.

Table 5-8. Claritas Inc. population projection by age, Lane County, 2006 and 2011

	2006		2011		Change		
Age Group	Number	Percent	Number	Percent	Number	Percent	Share
n e 5	18 056	5	18 615	5	559	3	0
5-17	52 730	16	51 098	15	-1 632	-3	-1
18-24	34 666	10	31 827	9	-2 839	-8	-1
25-44	95 171	28	99 401	29	4 230	4	0
45-64	88 926	26	94 999	27	6 073	7	1
65 an e	46 889	14	52 765	15	5 876	13	1
Total	**336,438**	**100%**	**348,705**	**100%**	**12,267**	**4%**	**0%**

ce a ta 2006

The data in Tables 5-7 and 5-8 suggest that Lane County is attracting older people and experiencing comparatively slow growth (or negative growth) in people under 44 years old. The age distribution in Figure 3 suggests a higher percentage of young adults (20-29) and children live in Springfield, indicating that Springfield's population and age trends are somewhat different from the projections for the county as a whole.

Between 1990 and 1999, almost 70% of Oregon's total population growth was from net migration (in-migration minus out-migration), with the remaining 30% from natural increase (births minus deaths).[12] Migrants to Oregon tend to have many characteristics in common with existing residents, with some differences—recent in-migrants to Oregon are, on average, younger and more educated, and are

[12] Portland State University, Population Research Center, 2000. *1990-2000 Components of Population Change*

more likely to hold professional or managerial jobs, compared to Oregon's existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than 7% of in-migrants but only 3% of the state's population. The number-one reason cited by in-migrants for coming to Oregon was family or friends, followed by quality of life and employment.[13]

Migration is a significant component of population growth in Lane County. Seventy-three percent of population growth in Lane County between 1990 and 2000 was from in-migration. This figure remained at 73% for the 2000-2005 period.[14]

The U.S. Census collects information about migration patterns. Specifically, it asks households where their residence was in 1995 (5 years prior to the Census count). Table 5-9 shows place of residence in 1995 for Oregon, Lane County, and Springfield. The data show that Springfield residents are more mobile than Lane County and Oregon residents. Less than half of residents in Oregon, Lane County or Springfield lived in the same residence in 1995 as in 2000. Twenty-four percent of Oregonians, 20% of residents of Lane County and 19% of residents of Springfield lived in a different county in 1995. Eleven percent of residents of Springfield and 13% of residents of Lane County lived in a different state in 1995, compared with 12% of Oregonians.

Table 5-9. Place of residence in 1995, Oregon, Lane County, and Springfield, persons 5 years and over

	Oregon		Lane County		Springfield	
	Persons	Percent	Persons	Percent	Persons	Percent
at n 5 ea an e	3 199 323	100	304 463	100	48 403	100
ame h e n 1995	1 496 938	47	142 447	47	20 023	41
e ent h e n 1995	1 702 385	53	162 016	53	28 380	59
ame c nt	863 070	27	94 788	31	18 610	38
e ent c nt	755 954	24	61 639	20	9 085	19
ame tate	356 626	11	23 526	8	3 599	7
e ent tate	399 328	12	38 113	13	5 486	11

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Table 5-10 shows the number of persons of Hispanic or Latino origin for Oregon, Lane County, and Springfield for 1990 and 2000. Springfield has a lower proportion of Hispanic/Latino residents as Oregon and a higher proportion than Lane County. In 2000, Springfield's population was 6.6 % Hispanic/Latino, compared with 4.5% of residents in Lane County.

The Hispanic/Latino population grew faster in Springfield than in Lane County from 1990 to 2000. Springfield's Hispanic/Latino population grew by 168% between 1990 and 2000. During the same period, Lane County's

[13] State of Oregon, Employment Department. 1999. *1999 Oregon In-migration Study.*

[14] Portland State University, Population Research Center, 2005. *2005 Oregon Population Report and contents*

Hispanic/Latino population grew by 111% and Oregon' Hispanic/Latino population grew by 143%.

Table 5-10. Persons of Hispanic or Latino origin, Oregon, Lane County, and Springfield, 1990 and 2000

	Oregon	Lane County	Springfield
1990			
T ta at n	2 842 321	282 912	44 683
H anc atn	112 707	6 852	1 299
e cent H anc atn	4 0	2 4	2 9
2000			
T ta at n	3 421 399	322 959	52 729
H anc atn	273 938	14 488	3 475
e cent H anc atn	8 0	4 5	6 6
han e 1990-2000			
H anc atn	161 231	7 636	2 176
e cent H anc atn	143	111	168

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Table 5-11 shows the number of Hispanic and Latino residents and the percent of Hispanic/ Latino residents as a percent of the total population between 1990 and 2000. The number of Hispanic and Latino residents is growing in all outlying areas, especially in Cottage Grove and Junction City, according to the US Census 1990 and 2000.

Table 5-11. Persons of Hispanic or Latino origin, outlying communities, 1990 and 2000

	1990		2000		Change	
	Number	Percent of total	Number	Percent of total	Number	Percent
	18	2	29	3	11	61
tta e e	162	2	417	5	255	157
e e	109	4	251	7	142	130
E ene	3 051	3	6 843	5	3 792	124
nct n t	73	2	391	8	318	436
a e	141	5	158	5	17	12
n e	1 299	3	3 651	7	2 352	181
eneta	50	2	115	4	65	130

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Table 5-12 shows household size by ethnicity for Oregon, Lane County, and Springfield. The number of people per household is similar for Oregon, Lane County, and Springfield for non-Hispanic households and Hispanic households. In each area, non-Hispanic households have a little less than 2.5 people per household. Households for Hispanic residents are larger, with between 3.2 and 3.9 people per household. The data show that Hispanic residents have between 0.7 and 1.4 additional people per household than non-Hispanic residents.

Table 5-12. Household size by ethnicity for Oregon, Lane County, and Springfield, 2000

	Oregon	Lane County	Springfield
n-H anc at n	2 42	2 39	2 49
H anc at n	3 87	3 19	3 50

ce en 2000

In conclusion: (1) Springfield residents are younger than residents of Lane County, even as county-wide age levels are trending older; (2) Springfield has a growing population of Hispanic/ Latino residents, whose higher average household size is larger than non-Hispanic/ Latino residents.

Household type and relationship also has implications for housing needs. For example, one-person households need smaller dwellings than family households with children. Table 5-13 shows household type and relationship in Springfield for 1990, 2000, and the 2005-07 period. The data show an increase in all household types during this period. With respect to share of household types, one-person households increased from 25% to 30% of Springfield households. A corresponding decrease in share occurred in two or more person households, with most of the decrease in share coming from married couple family households.

Table 5-13. Household type and relationship, Springfield, 1990, 2000 and 2005-07

	1990		2000		2005-07 ACS		Change 1990-2005/07		
Household Type	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Share
1- e nh eh	4 346	25	5 206	25	6 646	30	2 300	53	5
2 m e e nh eh	13 101	75	15 308	75	15 707	70	2 606	20	-5
am h eh	11 593	66	13 479	66	13 915	62	2 322	20	-4
a e -c e am	8 572	49	9 373	46	9 832	44	1 260	15	-5
the am	3 021	17	4 106	20	4 083	18	1 062	35	1
a e h eh e n e e ent	658	4	1 164	6	1 017	5	359	55	1
ema e h eh e n h an e ent	2 363	14	2 942	14	3 066	14	703	30	0
n am h eh	1 508	9	1 829	9	1 792	8	284	19	-1
Total	17,447	100%	20,514	100%	22,353	100%	4,906	28%	

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te 2005-07 Ame can mm n t e a e n e ata m h eh e c n cte n 2005 2006 an 2007

HOUSING TRENDS

Table 5-14 shows the total number of permitted dwellings (single-family and multi-family) by year for selected Lane County cities between 2000 and 2007. Table 5-14 shows that Eugene had the highest number of permitted units during the period, with Springfield and Creswell having the second- and third-highest. Junction City and Oakridge had the lowest number of permitted units. Most cities showed the highest numbers of permitted units over the time period either in 2004 or in 2005, although Springfield's highest total was in 2003.

Table 5-14. Total permitted dwellings (all types) by year, selected Lane County cities, 2000-2007

City	2000	2001	2002	2003	2004	2005	2006	2007	Total
E ene	744	760	828	611	876	1 327	731	555	6432
n e	274	272	290	324	164	231	211	265	2031
e e	26	67	82	93	153	62	56	84	623
tta e e	29	17	28	68	44	86	53	32	357
nct n t	15	12	12	13	10	13	8	78	161
eneta	11	24	43	96	112	117	128	62	593
a e	1	4	1	0	8	4	9	13	40
T ta	1 100	1 156	1 284	1 205	1 367	1 840	1 196	1 089	10 237

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Table 5-15 shows the permits issued for new single-family dwellings in selected Lane County cities between 1996 and 2007. Table 5-15 shows that Springfield's number of permits issued for single-family dwellings remained consistently between 220 and 245 between 1998 and 2003, and has recently fluctuated at lower levels.

Table 5-15. Permits issued for new single-family dwellings, selected Lane County cities, 1996-2007

City	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
E ene	845	721	665	656	619	633	673	559	583	756	528	297
n e	A	192	221	239	222	225	243	232	128	98	134	170
	12	9	11	10	3	1	7	6	2	6	4	1
e e	30	43	45	32	26	67	80	91	133	60	56	84
tta e e	37	19	54	45	29	17	15	19	34	70	39	22
nct n t	53	19	13	28	15	12	34	13	10	13	8	78
eneta	13	10	11	19	11	24	43	96	112	117	128	62
a e	5	2	1	12	1	2	1	0	8	4	9	11
TOTAL	995	1,015	1,021	1,041	926	981	1,096	1,016	1,010	1,124	906	725

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Table 5-16 shows the total permitted single-family and multifamily dwellings (aggregated) by year between 2000 and 2007 for selected Lane County cities. Table 5-16 shows that Eugene consistently issues permits for the most multi-family units among the cities shown, whereas Oakridge, Veneta, Junction City and Creswell only issue permits for the occasional multifamily unit. Springfield typically issues permits for around 50 multifamily units each year, although it issued permits for 133 units in 2005.

Table 5-16. Total permitted single-family and multifamily dwellings (aggregated) by year, selected Lane County cities, 2000-2007

City	2000	2001	2002	2003	2004	2005	2006	2007
Eugene								
n e am	619	633	673	559	583	756	528	297
t am	125	127	155	52	293	571	203	258
Springfield								
n e am	222	225	243	232	128	98	134	170
t am	52	47	47	92	36	133	77	95
Coburg								
n e am	A	A	A	A	A	A	A	A
t am	A	A	A	A	A	A	A	A
Creswell								
n e am	26	67	80	91	133	60	56	84
t am	0	0	2	2	20	2	0	0
Cottage Grove								
n e am	29	17	15	19	34	70	39	22
t am	0	0	13	49	10	16	14	10
Junction City								
n e am	15	12	12	13	10	13	8	78
t am	0	0	0	0	0	0	0	0
Veneta								
n e am	11	24	43	96	112	117	128	62
t am	0	0	0	0	0	0	0	0
Oakridge								
n e am	1	2	1	0	8	4	9	11
t am	0	2	0	0	0	0	0	2

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Figure 5-2 and Table 5-17 show where residents of Springfield worked in 2006. Figure 5-2 and Table 5-17 show that more than 80% of residents of Springfield worked in Lane County, with 26% of Springfield residents working in Eugene and 28% working in Springfield. About 27% of Springfield residents worked in unincorporated Lane County.

Figure 5-2. Places where residents in Springfield were employed, 2006

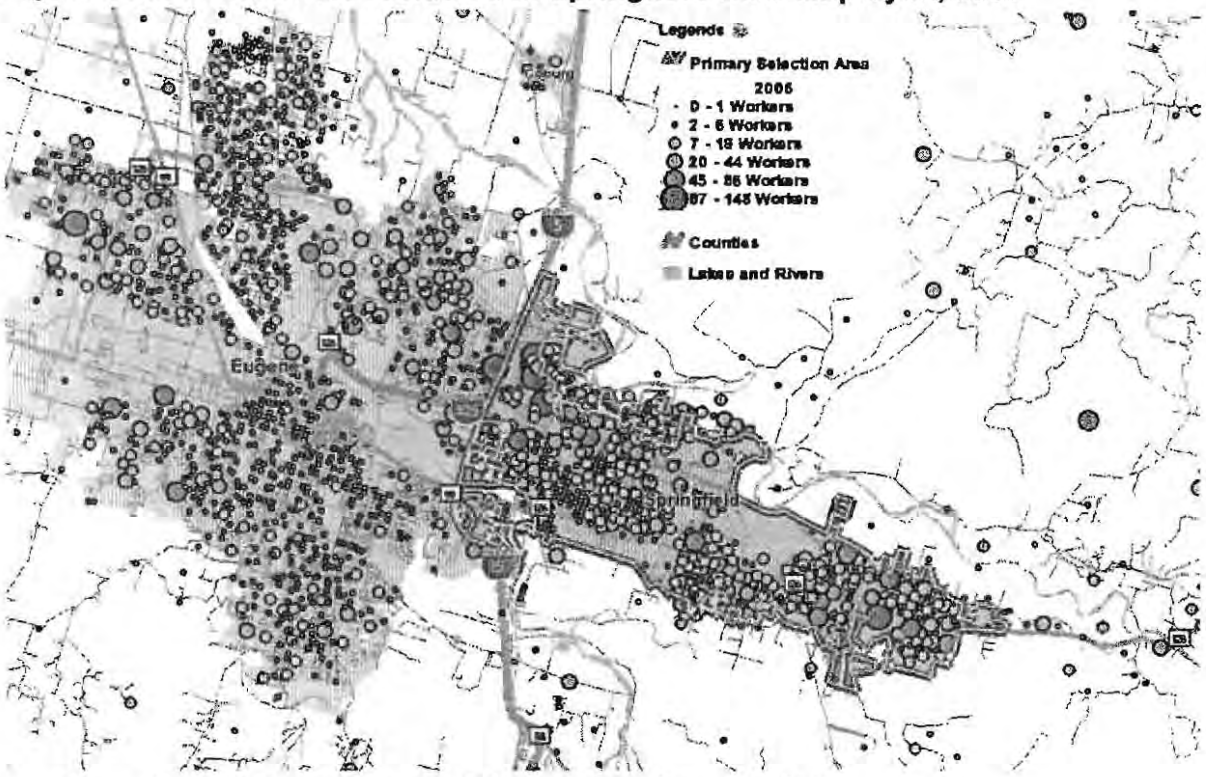

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Table 5-17. Places where residents of Springfield were employed, 2003

Location	Number	Percent
ane nt	18 706	81
n e	6 512	28
E ene	6 034	26
the ane nt	6 160	27
nn nt	641	3
a h n t n nt	619	3
tn mah nt	488	2
a n nt	468	2
a nt	463	2
A the cat n	1 837	8
Total	**23,222**	**100%**

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The implication of the data presented in this section is that majority of Springfield's workforce lives in Lane County, but many do not reside in the City of Springfield. Residents of Springfield are more likely to work in Eugene than in

Springfield. This analysis shows that businesses in Springfield have access to the labor force in parts of Lane County.

SUMMARY OF KEY DEMOGRAPHIC AND HOUSING TRENDS

Springfield has a larger share of young people than Lane County as a whole

- Springfield has a higher percentage of people under age 30 than Lane County.
- Between 2000 and 2006, Lane County experienced changes in the age structure of its residents. Age groups under age 25 experienced negative growth; the fastest growing age groups were people aged 45 to 64 and 65 and over. This indicates that retirees or people nearing retirement are moving to Lane County; Springfield's share of young people shows that its age structure is experiencing different age trends.

Migration is an important component of recent growth in Lane County and will continue to be a key factor in future population growth.

- In-migration accounted for 73% of population growth in Lane County between 1990 and 2000 and between 2000 and 2005.
- Springfield's population was more mobile than the County's as a whole. Only 41% of the residents of Springfield lived in the same house in 2000 as they did in 1995 compared to 47% for all of Lane County. A greater share of the population in Springfield moved within Lane County during that time period (38%) than for Lane County as a whole (31%).

Single-person households are increasing faster than other household types.

- Between 1990 and 2005/07 one-person households increased from 25% to 30% of Springfield households. A corresponding decrease in share occurred in two or more person households, with most of the decrease in share coming from married couple family households

Springfield is becoming more ethnically diverse.

- Springfield's Hispanic/Latino population grew by 168% (2,352 persons) between 1990 and 2000, compared with 111% growth in Lane County's Hispanic/Latino population during the same period.
- Other smaller communities near Springfield experienced significant growth in Hispanic/ Latino populations. The communities experiencing the largest increase in the Hispanic/ Latino populations were Eugene (3,792), Junction City (318), Cottage Grove (255), and Creswell (142).

Hispanic/Latino residents have larger, younger households.

- The birth rates for Hispanic/ Latino residents (1998 data) are 24.3 per 1,000 compared to 12.3 per 1,000 for non-Hispanic/ Latino residents.
- Hispanic/ Latino residents accounted for 17.4% of births and only 1.4% of deaths in Oregon in 2001.
- In 2000, 75.9% of Hispanic/ Latino Oregonians are under 35 compared to 45.7% of non-Hispanic/ Latino residents.
- The average size of a Hispanic/Latino household in 2000 in Lane County was 3.2 people, compared with 2.4 people in non-Hispanic households. Household sizes in Springfield were larger: 2.5 for non-Hispanic households and 3.5 for Hispanic/ Latino households.

Hispanic/Latino residents typically have lower incomes but become homeowners at younger ages than non-Hispanic/ Latino residents.

- Per capita income in Oregon in 2005 for Hispanic and Latino residents was only 44% of white per capita income/
- 56.7% of Hispanic/ Latino residents of Oregon under age 45 are homeowners, compared to 30.8% of non-Hispanic/ Latino residents

Springfield is part of a complex, interconnected regional housing market.

- Among selected Lane County cities, Springfield has the third-highest permit average permit valuation for 2005 (behind Coburg and Eugene) and average construction costs for 2005 were highest in Springfield.
- However, median sales prices for Springfield were lower between 1999 and 2007 than median prices in Lane County, and Springfield had the lowest median sales prices in 2007 among all of the selected cities.
- Commuting is typical throughout the region: Springfield's workforce lives in Lane County, but many do not reside in the City of Springfield.

Since 2000, housing starts in the selected cities within Lane County have been dominated by single-family types.

- The data show that new housing development in the 2000-2007 period was predominately single-family housing types. In fact, only 32% of all units for which building permits were issued in the 2000-2007 were for multifamily housing types.
- Springfield's number of permits issued for single-family dwellings remained consistently above 220 between 1998 and 2003, and dropped to below 135 per year between 2004 and 2007.

Housing types are trending towards larger units on smaller lots.

- Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007.

- In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.

- Even when controlling for income and savings, level of education, age, marital status, family size, the housing market in which the unit was located [and other factors], compared to whites both black families and Hispanic families had significantly lower likelihood of homeownership, lower house values (for owners) and lower rents (for renters).[15]

- Minority households have substantially lower rents than white households.[16]

- Hispanic households, particularly low-income families, have higher levels of mortgage debt than do white households, although their house values are lower than whites. This suggests a substantial difference in borrowing or loan terms for Hispanics.[17]

IMPLICATIONS OF DEMOGRAPHIC AND HOUSING TRENDS FOR HOUSING NEED

The purpose of the analysis thus far has been to give some background on the kinds of factors that influence housing choice, and in doing, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult and prone to inaccuracies.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged 20 to 34. People in that age group will also have, on average, less income than people who are older. They are less likely to have children. All of these factors mean that younger households are much more likely to be renters; renters are more likely to be in multi-family housing.

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[15] Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

[16] Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

[17] Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

The data illustrate what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors, on the one hand, and housing choice, on the other, is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never marrieds," the "dinks" (dual-income, no kids), the "empty nesters."[18] Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Thus, one is ultimately left with the need to make a qualitative assessment of the future housing market. Following is a discussion of how demographic and housing trends are likely to affect housing in Springfield for the next 20-years:

- *On average, future housing will look a lot like past housing.* That is the assumption that underlies any trend forecast, and one that allows some quantification of the composition of demand for new housing. As a first approximation, the next five years, and maybe the first 10 years, of residential growth will look a lot like the last five years.

- *If the future differs from the past, it is likely to move in the direction (on average) of smaller units and more diverse housing types.* Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. In summary, smaller households, an aging population, increasing housing costs, and other variables are factors that support the conclusion of smaller and less expensive units and a broader array of housing choices.

- *No amount of analysis is likely to make the long-run future any more certain: the purpose of the housing forecasting in this study is to get an approximate idea about the long run so policy choices can be made today.* It is axiomatic among economic forecasters that any economic forecast more than three (or at most five) years out is highly speculative. At one year one is protected from being disastrously wrong by the shear inertia of the economic machine. But a variety of factors or events could cause growth forecasts to be substantially different.

[18] See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

STEP 4: DETERMINE THE TYPES OF HOUSING THAT ARE LIKELY TO BE AFFORDABLE TO THE PROJECTED POPULATION BASED ON HOUSEHOLD INCOME

Step four of the housing needs assessment results in an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. ECO developed these estimates based on estimated incomes of households that live in Springfield.

INCOME AND AFFORDABILITY OF HOUSING

This section summarizes regional and local income trends and housing cost trends. Income is one of the key determinants in housing choice and households' ability to afford housing. A review of historical income and housing price trends provides insights into the local and regional housing markets.

Table 5-18 shows a set of inflation adjusted income indicators for Eugene, Springfield and Lane County. The results paint a mixed picture, but generally suggest that income (by most measures) decreased during the 1980s, and increased during the 1990s. Overall, median household and median family incomes remained relatively flat during the 20-year period between 1979 and 1999.

The data show that the percentage of persons below the poverty level increased in Springfield and Lane County, and decreased slightly in Eugene between 1979 and 1999.

Table 5-18. Inflation adjusted income indicators (in 1999 dollars), Eugene, Springfield and Lane County, 1979, 1989, and 1999

	Year		
City	**1979**	**1989**	**1999**
Eugene			
e an HH nc me	34 493	34 248	35 850
e an am nc me	46 960	46 107	48 527
e a ta Inc me	18 029	18 746	21 315
e n Be e t e e	14 7	17 0	14 4
Springfield			
e an HH nc me	34 248	29 608	33 031
e an am nc me	38 981	34 332	38 399
e a ta Inc me	14 676	13 800	15 616
e n Be e t e e	15 2	16 5	17 1
Lane County			
e an HH nc me	37 521	34 112	36 942
e an am nc me	44 920	41 530	45 111
e a ta Inc me	16 837	16 970	19 681
e n Be e t e e	12 8	14 5	17 9

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n at n act 1989 nc me c n e te t 1999 a n 1 35 n at n act

A typical standard used to determine housing affordability is that a household should pay no more than 30% of its total monthly household income for housing, including utilities. According to the U.S. Census, nearly 19,000 households in the region—about one-third—paid more than 30% of their income for housing in 2000.

One way of exploring the issue of financial need is to review wage rates and housing affordability. Table 5-19 shows an analysis of affordable housing wage and rent gap for households in Springfield at different percentages of median family income (MFI). The data are for a typical family of four. The results indicate that a household must earn about $14.00 an hour to afford a two-bedroom unit according to HUD's market rate rent estimate.

Table 5-19. Analysis of affordable housing wage and rent gap by HUD income categories, Eugene-Springfield, 2007

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
e than 10 000	2 240	12	0 t 250	0 t 25 000	33	706	1 501	
10 000 t 14 999	1 574	8	250 t 375	25 000 t 37 000	14	825	735	
								2007 H t 478
15 000 t 24 999	3 254	17	375 t 625	37 500 t 82 500	172	6 523	3 441	1 m 581 2 m 654
25 000 t 34 999	2 870	15	625 t 875	82 500 t 87 500	1 019	959	892	H 2 m 735
35 000 t 49 999	3 625	19	875 t 1 250	87 500 t 125 000	4 791	152	1 316	H 3 m 1028
50 000 t 74 999	3 476	18	1 250 t 1 875	125 000 t 187 500	2 938	42	496	
ane nt l 52 200			1 305	130 500				
75 000 t 99 999	1 068	6	1 875 t 2 450	187 500 t 245 000	495	9	563	
100 000 t 149 999	573	3	2 450 t 3 750	245 000 t 375 000	133	0	440	
150 000 m e	188	1	e than 3 750	e than 375 000	56	0	132	
Total	18,865	100%			9,650	9,215	0	

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The total amount a household spends on housing is referred to as cost burden. Total housing expenses are generally defined to include payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience "cost burden" and households paying more than 50% of their income on housing experience "severe cost burden." Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

Table 5-20 shows housing costs as a percent of income by tenure for Springfield households in 2000. The data show that about 26% of Springfield households experienced cost burden in 2000. The rate was much higher for homeowners (31%) than for renters (18%). This finding is unusual for Oregon cities—it is much more common for renters to experience higher rates of cost burden.

Table 5-20. Housing cost as a percentage of household income, Springfield, 2000

	Owners		Renters		Total	
Percent of Income	Number	Percent	Number	Percent	Number	Percent
e t than 20	4 125	12	11 965	64	16 090	30
20 - 24	8 852	26	1 238	7	10 090	19
25 - 29	6 376	19	1 018	5	7 394	14
30 - 34	4 437	13	989	5	5 426	10
35 - 49	5 551	16	1 338	7	6 889	13
50 m e	4 988	15	2 036	11	7 024	13
T ta	34 329	100	18 584	100	52 913	100
Cost Burden	**10,539**	**31%**	**3,374**	**18%**	**13,913**	**26%**
Severe Cost Burden	**4,988**	**15%**	**2,036**	**11%**	**7,024**	**13%**

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Table 5-21 shows a rough estimate of affordable housing cost and units by income levels for Springfield in 2000. Several points should be kept in mind when interpreting this data:

- Because all of the affordability guidelines are based on median family income, they provide a rough estimate of financial need and may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, purchasing housing as an investment, and the effect of down payments and interest rates on housing affordability.

- Households compete for housing in the marketplace. In other words, affordable housing units are not necessarily *available* to low income households. For example, if an area has a total of 50 dwelling units that are affordable to households earning 30% of median family income, 50% of those units may already be occupied by households that earn more than 30% of median family income.

  The data in Table 5-21 indicate that in 2000:

  - About 20% of Springfield households could not afford a studio apartment according to HUD's estimate of $478 as fair market rent;

  - Approximately 45% of Springfield households could not afford a two-bedroom apartment at HUD's fair market rent level of $735;

  - A household earning median family income ($52,200) could afford a home valued up to about $130,500.

Table 5-21. Rough estimate of housing affordability, Springfield, 2000

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
e than 10 000	2 240	11 9	0 t 250	0 t 25 000	33	706	-1 501	
10 000 t 14 999	1 574	8 3	250 t 375	25 000 t 37 000	14	825	-735	
								2007 H t 478
15 000 t 24 999	3 254	17 3	375 t 625	37 500 t 62 500	172	6 523	3 441	1 m 581 2 m 654
25 000 t 34 999	2 870	15 2	625 t 875	82 500 t 87 500	1 019	959	-893	H 2 m 735
35 000 t 49 999	3 625	19 2	875 t 1 250	87 500 t 125 000	4 791	152	1 318	H 3 m 1028
50 000 t 74 999	3 476	18 4	1 250 t 1 875	125 000 t 187 500	2 939	42	-495	
ane nt l 52 200			1 305	130 500				
75 000 t 99 999	1 066	5 7	1 875 t 2 450	187 500 t 245 000	495	9	-563	
100 000 t 149 999	573	3 0	2 450 t 3 750	245 000 t 375 000	133	0	-440	
150 000 m e	188	1 0	e than 3 750	e than 375 000	56	0	-132	
T ta	16 866	100 0			9 851	9 215	0	

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e ce H n t ate e : *Your Guide to Local Affordable Housing Initiatives* 1993
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The conclusion based on the data presented in Table 5-21 is that in 2000 Springfield had a significant deficit of more than 2,200 affordable housing units for households that earn less than $15,000 annually. Housing prices have increased significantly in the past five years; the affordability gap for lower income households has probably increased considerably. The next section examines changes in housing cost since 2000.

han e n h n c t

According to the Office of Federal Housing Enterprise Oversight, the average sales price of a single-family home in the Eugene-Springfield MSA increased 229% between 2000 and 2006. A key concern expressed by the City was that the housing needs analysis and runs of the HCS housing needs model reflect recent trends in the regional housing market. To quantify these trends, ECO analyzed data from two sources: (1) sales data from the Lane County Assessor; and (2) rental data from Duncan & Brown, an Eugene-based real estate analysis firm that conducts rent surveys for the Metropolitan Region.

The sales database provided to ECO by the City of Springfield included 34,680 property sales.[19] For purposes of comparison, the database included Creswell, Cottage Grove, Eugene, Junction City, Springfield, and Veneta.

Table 5-22 shows sales prices for single-family dwellings for Lane County and Springfield between 1999 and 2006. Table 5-22 shows that Springfield median sales prices have been lower than median sales prices in Lane County over the entire time period. Median sales prices also increased at a slower rate in Springfield; percent change in median sales prices between 1999 and 2006 for Lane County was 73%; in Springfield it was 64%. Sales prices for single-family dwellings peaked in 2007 and had declined to about $175,000 by the first quarter of 2009.

[19] The sales data was obtained through queries of the Regional Land Information Database (www.rlid.org).

Table 5-22. Sales price for single-family dwellings, Lane County and Springfield, 1999-2006

	Lane County			Springfield		
Year	# of Sales	Average Sales Price	Median Sales Price	# of Sales	Average Sales Price	Median Sales Price
1999	3 940	140 564	127 900	843	118 520	112 745
2000	3 171	144 142	129 900	687	119 152	112 750
2001	3 808	149 252	133 000	881	122 700	118 450
2002	4 291	156 603	138 165	886	129 432	121 900
2003	4 761	168 780	149 000	1 042	135 719	128 000
2004	5 092	183 497	162 500	1 112	149 082	137 900
2005	5 326	222 835	194 000	1 157	177 260	165 000
2006	4 291	249 438	221 000	973	201 000	185 000
Change 1999-2006						
m e	351	108 874	93 100	130	82 480	72 255
e cent	9	77	73	15	70	64

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Table 5-23 shows the average and median sales prices for single-family dwellings in selected Lane County cities between 1999 and 2006. Table 5-23 shows that median sales prices increased throughout the county during this period. In 2006, the highest median sales prices were in Eugene, the rest of the county, and Creswell. Lowest median sales prices in 2006 were in Springfield and Junction City. Prices increased the most in Creswell (87%) and Eugene (80%). Prices increased the least in Springfield (64%) and Junction City (67%).

Table 5-23. Average and median sales price, single-family dwellings, Lane County cities, 1999-2006

	Year								Increase (1999-2006)	
City	1999	2000	2001	2002	2003	2004	2005	2006	Dollars	Percent
Median Sales Price										
tta e e	112 000	103 500	109 750	110 000	120 000	128 000	157 000	195 000	83 000	74
e e	112 500	118 000	109 000	121 750	125 000	142 500	180 750	210 500	98 000	87
E ene	136 900	140 000	143 500	149 900	163 000	179 900	215 000	247 000	110 100	80
nct n t	113 250	112 500	115 150	119 638	120 750	138 000	162 000	189 000	75 750	67
n e	112 745	112 750	118 450	121 900	128 000	137 900	165 000	185 000	72 255	64
eneta	115 250	110 000	112 000	119 950	126 500	139 500	173 635	200 000	84 750	74
e t nt	111 000	108 750	110 000	121 250	127 750	160 000	212 500	216 000	105 000	95
Average Sales Price										
tta e e	118 112	106 767	113 150	116 152	122 298	134 854	168 828	193 157	75 045	64
e e	115 662	121 697	114 497	130 475	129 891	162 095	200 008	223 307	107 645	93
E ene	152 872	159 920	165 366	173 351	188 484	202 750	246 272	275 674	122 802	80
nct n t	120 218	116 282	120 164	131 761	130 170	149 294	169 287	191 574	71 356	59
n e	118 520	119 152	122 700	129 432	135 719	149 082	177 260	201 000	82 480	70
eneta	121 039	111 754	111 961	118 976	134 297	148 313	178 916	213 220	92 181	76
e t nt	124 741	120 724	136 013	134 572	152 744	181 894	234 178	246 311	121 570	97

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Table 5-24 shows the median contract rent for Lane County cities. The highest median contract rents from the 2000 Census were in Eugene and Springfield. The lowest median contract rents were in Oakridge and Creswell.

Table 5-24. Median contract rent, Lane County cities, 1999

Location	Rent
E ene	566
n e	518
eneta	502
	498
nct n t	491
tta e e	456
e e	417
a e	384

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Vacancy rates have generally decreased in Eugene-Springfield rental market since 2000. Vacancy rates for studio, 1- and 2-bedroom apartments all decreased from between 4.1-4.7% to between 1.1-2.1% between fall 2000 and 2006. Apartment rents have remained relatively stable, increasing between 4% and 10% between 2000 and 2005.[20]

Table 5-25 shows average monthly cost of rental units in Springfield for the 2000 to 2005 period. Rental units were separated into two categories: (1) units built prior to 1988 and (2) units built since 1988. The majority of Springfield's units were built prior to 1988.

Rents increased based on the number of bedrooms. Rents ranged from $392 for a studio unit in 2000 to $646 for a three-bedroom unit in 2004. Rents for units with a similar number of bedrooms were higher for newer units. For instance, the average rental cost of a two-bedroom unit built prior to 1988 was $529 compared to $620 for a two-bedroom unit built since 1988, a difference of $91 per month.

Over the six-year period, rents increased by between $19 and $56 per month. Monthly rental costs of two-bedroom units had the largest increases, $34 per month for older units and $56 per month for newer units. Rent for studio, one-bedroom, and three-bedroom units increased all increased by about $20 per month.

[20] Duncan & Brown Apartment Report. Fall 2000-Fall 2006. Daniel J. Puffinburger, Corey S. Dingman, Duncan & Brown Real Estate Analysts

Table 5-25. Average rental monthly costs by unit type, Springfield, 2000 to 2005

	Units Built Prior to 1988				Units Built Since 1988			
Year	Studio	One Bedroom	Two Bedrooms	Three Bedrooms	Studio	One Bedroom	Two Bedrooms	Three Bedrooms
2000	392	428	514	594	–	–	588	–
2001	394	423	523	601	–	–	583	–
2002	389	431	526	619	–	575	615	–
2003	386	438	531	600	550	550	642	–
2004	388	437	533	633	–	575	646	–
2005	414	447	548	615	–	575	644	–
Change 2000 to 2005								
Am nt	22	19	34	21	–	–	56	–
e cent	5 6	4 4	6 6	3 5	–	–	9 5	–
AA	1 10	0 87	1 29	0 70	–	–	1 84	–

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Table 5-26 shows a comparison of change in rental costs during the 2000 to 2005 period for Springfield and Eugene. Rental costs were higher in Eugene than in Springfield. The difference in rental costs for all units, regardless when they were built, ranged from $39 per month for a studio unit to $211 per month for a three-bedroom unit, increasing with the number of bedrooms.

The difference in average rental costs was greater for newer and larger units. Newer one-bedroom units cost an average of $74 per month more to rent in Eugene than Springfield. Newer two-bedroom units cost an average of $166 more to rent in Eugene than Springfield.

Table 5-26. Comparison of average rental monthly costs by unit type, Springfield and Eugene, 2000 to 2005

	Studio	One Bedroom	Two Bedrooms	Three Bedrooms
Springfield				
B t t 1988	394	434	529	610
B t nce 1988	–	569	620	–
A enta	416	488	574	610
Eugene				
B t t 1988	400	483	611	719
B t nce 1988	623	645	786	924
A enta	456	564	699	822
Difference (Eugene minus Springfield)				
B t t 1988	6	49	82	109
B t nce 1988	–	76	166	–
A enta	40	74	124	211

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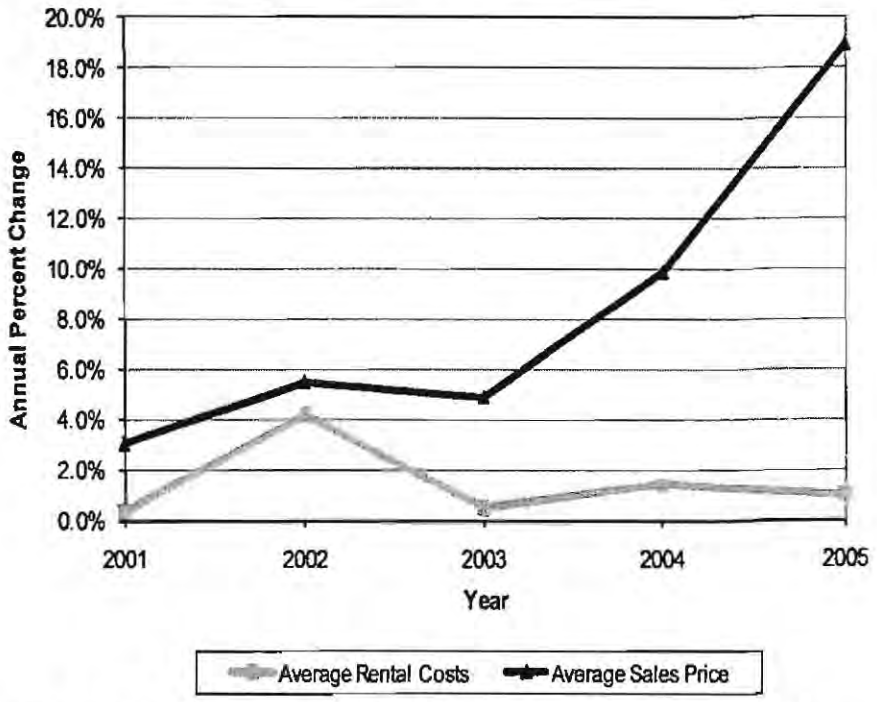
Figure 5-4 shows a comparison of change in average rental costs and average sales price in Springfield between 2000 and 2005. Over the five-year period average sales price increased by 46%, compared to a 7% change in average rental

costs. The greatest increases in average sales price occurred since 2003, while average rental costs remained relatively flat since 2003.

Since 2005, average sales prices have continued increasing at a faster rate than average rental costs. The increase in average sales price in Springfield between 2005 and 2006 was about 13%. According to the Fall 2006 Duncan & Brown Apartment Report, changes in average rental costs in Springfield were comparable to increases in recent years.[21]

Figure 5-4. Comparison of annual change in average rental costs and average sales price, Springfield, 2000 to 2005



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The analysis of housing starts, sales prices, and rents presented in this section leads us to several conclusions:

- The housing market peaked in 2007 and sales prices declined in 2008 and the first quarter of 2009. Springfield single-family housing starts have declined since 2003. The overall number of permits for new single-family residences issued regionwide has remained remarkably stable;

[21] The Fall 2006 Duncan & Brown Apartment Report did not present average rent by unit type like they did in previous reports. As a result, we were not able to include 2006 average rents in this analysis.

- New construction costs are higher than regional averages. Springfield's permit valuations and construction costs have generally been on or near the middle or towards the high end compared with selected Lane County cities;

- Price increases are lower than in other cities. Springfield's median sales prices for single-family dwellings have increased the smallest amount compared with selected Lane County cities;

- Single-family development has dominated new construction. Multi-family dwelling units do not make up a high percentage of units constructed in Springfield and other selected Lane County cities;

- Sales prices increased much faster than rental rates. Over the five-year period between 2000 and 2005 average sales price increased by 46%, compared to a 7% change in average rental costs.

The implications of the data shown above are that ownership costs increased much faster than rents and incomes, but declined as the housing bubble burst in 2008. Table 5-27 underscores this trend for the Eugene-Springfield MSA.[22] Between 1990 and 2000, incomes increased about 46% while median owner value increased 115%. Rents increased 44%--about the same as incomes. Since 2000, the data show housing costs have increased faster than incomes. The owner values include all units in the MSA; the sales data presented earlier in this section suggest that owner costs have increased much faster than the Census data suggest. Finally, the results show that the median owner value was 2.6 times median household income—a figure that increased to 4.7 by 2005.

Table 5-27. Comparison of income, housing value, and gross rent, Eugene-Springfield MSA, 1990, 2000, and 2005

				Change	
Indicator	**1990**	**2000**	**2005**	**1990-2000**	**2000-2005**
e an HH Inc me	25 268	36 942	37 290	46	1
e an am Inc me	30 763	45 111	49 555	47	10
e an ne a e	65 600	141 000	173 600	115	23
e an ent	418	604	683	44	13
e cent nt ne	61	62	63		
Housing Value/Income					
e an HH Inc me	2 6	3 8	4 7		
e an am Inc me	2 1	3 1	3 5		

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In summary, the data indicate that homeownership is increasingly expensive in Springfield and that the cost of homeownership is prohibitive for low- and

[22] 2005 data from the American Community Survey is not available for Springfield.

moderate-income households. The data indicate that homeownership rates in the Metropolitan area and Springfield have increased, despite the rapid increase in sales prices. This is probably due in large part to a much broader array of financing options available to households than existed previously.

STEP 5: ESTIMATE THE NUMBER OF ADDITIONAL NEEDED UNITS BY STRUCTURE TYPE AND TENURE[23]

Step five of the housing needs assessment results in an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. ECO developed these estimates based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The next step in the analysis is to relate income levels to tenure and structure type. Table 4-3 showed tenure by structure type from the 2000 Census. Table 5-28 shows an estimate of needed housing by structure type and tenure for the 2010-2030 planning period. The housing needs analysis suggests that a higher percentage of multifamily units will be needed, thus, the housing mix changes from approximately 63% single-family/37% multifamily during the 1999-July 2008 period to 60% single-family/40% multifamily.[24] The housing needs analysis also suggests the City will see a higher rate of homeownership in the future. Thus, the tenure split is increased from 54% owner-occupied/46% renter occupied to 57% owner-occupied/43% renter occupied.

Table 5-28. Estimate of needed dwelling units by type and tenure, Springfield, 2010-2030

	Owner-Occupied		Renter-Occupied		Total	
Housing Type	New DU	Percent	New DU	Percent	New DU	Percent
Needed Units, 2010-2030						
Single-family types						
n e- am etache	2 729	81	351	14	3 079	52
an act e n a	53	2	6	0	59	1
n e- am attache	340	10	75	3	414	7
t ta	3 122	93	431	17	3 552	60
Multi-family						
t am	253	8	2 115	83	2 368	40
t ta	253	8	2 115	83	2 368	40
Total	**3,374**	**101%**	**2,546**	**100%**	**5,920**	**100%**

[23] Note: Manufactured dwellings are a permitted use in all residential zones that allow 10 or fewer dwellings per net buildable acre. As a result, Springfield is not required to estimate the need for manufactured dwellings on individual lots per OAR 660-024-0040 (7) (c).

[24] Single-family attached dwellings typically achieve densities closer to multifamily housing types. If these higher density housing types are included with multifamily, the housing mix is 53% lower density, and 47% higher density types.

The analysis (Table 5-28) indicated that Springfield needs 5,920 new dwelling units for the 2010-2030 period. The next step in estimating units by structure type is to evaluate income as it relates to housing affordability. Table 5-29 shows an estimate of needed dwelling units by income level for the 2010-2030 period. The analysis uses market segments consistent with HUD income level categories. The analysis shows that about 49% of households in Springfield could be considered high or upper-middle income in 2007 and that about 49% of the housing need in the 2010-2030 period will derive from households in these categories.

Table 5-29. Estimate of needed dwelling units by income level, Springfield, 2010-2030

Market Segment by Income	Income range	Number of Households	Percent of Households	Financially Attainable Products: Owner-occupied	Financially Attainable Products: Renter-occupied
H h 120 m e l	68 640 m e	1 804	30	A h n t e h he ce	A h n t e h he ce
e e 80 - 120 l	45 760 t 68 640	1 129	19	A h n t e e a e	A h n t e e a e
e e 50 - 80 l	28 600 t 45 760	1 283	22	an act e n n e-am t n e- am attache e e	attache etache man act e n t a a tment
30 -50 e l	17 160 t 28 600	748	13	an act e n a	A a tment man act e n a e e
e e than 30 l	e than 17 160	955	16	ne	A a tment ne an e e nment a te h n

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STEP 6: DETERMINE THE NEEDED DENSITY RANGE FOR EACH PLAN DESIGNATION AND THE AVERAGE NEEDED NET DENSITY FOR ALL DESIGNATIONS

This section summarizes the forecast of needed housing units in Springfield for the period 2010-2030. Table 5-30 shows the forecast of needed housing units in Springfield for the period 2010-2030. Springfield makes the following findings in support of the density assumptions used in Table 5-30:

- Springfield had an average residential density of 6.6 dwelling units per net acre or about 6,600 square feet of land per dwelling unit between 1999 and

2008 (Table 4-5). Average single-family detached density was 5.4 units per net acre. Manufactured homes averaged 4.6 dwelling units per net acre, while all multifamily housing types averaged 11.1 dwelling units per net acre.

- National homeownership rates increased to nearly 70% in 2006 before declining as the housing bubble burst. The homeownership rate in Springfield in 2000 was considerably lower at 54%. It is the policy of the City to provide homeownership opportunities to Springfield residents.
- National trends are towards larger units (both single-family and multifamily) on smaller lots.
- More than 28% of dwelling units in Springfield in 2000 were multifamily types.
- The "needed" density for single-family dwellings in the housing needs analysis is 5.5 dwelling units per net acre. This assumption is a slight increase over the historical density of 5.4 dwellings per net acre for single-family detached units. Increasing the average density of single-family detached dwellings should result in the provision of more affordable single-family detached units as a result of decreased lot sizes.
- Topography, lot configurations, and other factors typically reduce land use efficiency. The achieved density may be lower for single-family detached dwellings in areas with slopes.
- The City assumes an average multifamily density of 18.0 dwellings per net acre or a land area of about 2,420 square feet per dwelling unit. This assumption is an increase of about 62% over historical density of 11.1 dwellings per net acre for all multifamily types.
- The City assumes an average density for all housing types of 7.9 dwelling units per net acre. This is an increase of about 20% over the historical density of 6.5 dwelling units per net acre.

In summary, the City assumes that average densities will increase significantly (by about 20% over average historical densities) during the planning period, that ownership rates will increase, and that an increasing percentage of households will choose single-family attached housing types. These assumptions are consistent with the housing needs analysis presented in this chapter. These findings support the City's overall density assumption of 7.9 dwelling unit per net acre.

The forecast indicates that Springfield will need about 745 net residential acres, or about 918 gross residential acres to accommodate new housing between 2010 and 2030. The forecast results in an average residential density of 7.9 dwelling units per net residential acre and of 6.5 dwelling units per gross residential acre. This represents a 20% increase in density over the historical average of 6.6 dwelling units per net acre.

Table 5-30. Forecast of new dwelling units and land needed by type, Springfield 2010-2030

Housing Type	New DU	Percent	Density (DU/net res ac)	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res ac)
Needed Units, 2010-2030							
Single-family types							
n e- am etache	3 079	52	5 5	560	20	700	4 4
an act e n a	59	1	8 0	7	18	9	6 6
n e- am attache	414	7	9 0	46	15	54	7 7
t ta	3 552	60	5 8	613		763	4 7
Multi-family							
t am	2 368	40	18 0	132	15	155	15 3
t ta	2 368	40	18 0	132		155	15 3
Total	**5,920**	**100%**	**7.9**	**745**		**918**	**6.5**

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Table 5-31 provides an allocation of housing units by Springfield's three residential plan designations. Dwelling units were allocated to plan designations based, in part, on historic development trends within each plan designation and on the type of development allowed in each plan destination. Table 5-31 also provides an estimate of the gross acres required in each designation to accommodate needed housing units for the 2010-2030 period. The acreages are based on the gross density assumptions shown in Table 5-30. The residential land needs presented in Table 5-31 may change based on policy decisions related to land use efficiency measures, which may result in increased or decreased land need.

Based on the housing needs analysis, dwellings have been allocated by plan designation and type:

- The overall needed housing mix is 60% single-family (including manufactured and single-family attached units) and 40% multifamily.
- The density assumptions increase by plan designations as shown in Table 5-30.
- Fifty-six percent of needed dwelling units will locate in the Low Density residential designation, which allows single-family detached and manufactured homes. This designation also allows duplex, single-family attached, and some multifamily dwellings in conjunction with discretionary review.
- Thirty-one percent of needed dwellings will locate in the Medium Density residential designation, which allows single-family detached, single-family attached, manufactured home parks, townhomes, duplexes, and multifamily dwellings.
- Thirteen percent of needed dwelling units will locate in High Density or Mixed-Use residential designations, which allow single-family detached,

townhomes, manufactured (single detached and manufactured home parks), duplexes, and multifamily.

- Manufactured units in parks will locate in the Low-Density plan designation.

Table 5-31. Allocation of needed housing units by plan designation, Springfield 2010-2030

	Plan Designation							
	Low Density		Medium Density		High Density/ Mixed-Use		Total	
Housing Type	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac
Single-family								
n e- am etache	3 079	700	0	-	0	-	3 079	700
an act e n a	59	9	0	-	0	-	59	9
n e- am attache	178	23	236	31	0	-	414	54
Subtotal	3 316	732	236	31	0	-	3 552	763
Multi-family								
t- am	0	-	1 598	116	770	38	2 368	155
Subtotal	0	-	1 598	116	770	38	2 368	155
Total	3 316	732	1 835	147	770	38	5 920	918
Percent of Acres and Units								
Single-family								
n e- am etache	52	76	0	0	0	0	52	76
an act e n a	1	1	0	0	0	0	1	1
n e- am attache	3	3	4	3	0	0	7	6
Subtotal	56	80	4	3	0	0	60	83
Multi-family								
t- am	0	0	27	13	13	4	40	17
Subtotal	0	0	27	13	13	4	40	17
Total	56	80	31	15	13	4	100	100

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In addition to the housing types shown in Table 5-31, Springfield needs to plan for additional group quarters. The analysis assumes the City will add 291persons in group quarters between 2010 and 2012.The City will need to add a similar number of group quarter units during this period. Assuming that group quarters achieve densities comparable to multifamily units, the City will need approximately 19 gross residential acres for these units (291 divided by 15.3 units per gross acre). The majority of these units will probably be residential care facilities which are permitted as a discretionary use in the Low Density residential designation and a special use in the Medium- and High-Density designations.

Chapter 6

Comparison of Supply and Demand

This chapter summarizes from data and analysis presented in Chapters 2 through 5 to compare "demonstrated need" for vacant buildable land with the supply of such land currently within the Springfield UGB and city limits. Chapter 2 described the policy framework, Chapter 3 described land supply, Chapter 4 described historical development patterns, and Chapter 5 described residential land needs.

The following section estimates land needed for other uses; the chapter concludes with a comparison of land supply and land demand for the 2010-2030 time period.

TOTAL RESIDENTIAL LAND NEED, 2010-2030

This section estimates total residential land need for the period between 2010 and 2030. In additional to land needed for new residential units, it estimates land needed for parks, public facilities, and other semi-public uses to arrive at an estimate of total need for land designated for residential purposes.

LAND NEEDED FOR NEW RESIDENTIAL DWELLING UNITS

Chapter 5 presented estimates of land needed for new residential dwellings (see Tables 5-30 and 5-31). Table 6-1 summarizes land needed for new housing by plan designation for the 2010-2030 period. Note that group quarters is a separate category that can locate in any plan designation.

Table 6-1. Land needed for new housing by plan designation, Springfield UGB, 2010-2030

Plan Designation	DU	Gross Ac
- en t e ent a	3 316	732
e m- en t e ent a	1 835	147
H h- en t e ent a e - e	770	38
a te	291	19
Total	**6,211**	**936**

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LAND NEEDED FOR OTHER USES

Cities need to provide land for uses other than housing and employment. Public and semi-public facilities such as schools, hospitals, governments, utilities, churches, parks, and other non-profit organizations will expand as population increases. Many communities have specific standards for parks. School districts typically develop population projections to forecast attendance and need for additional facilities. All of these uses will potentially require additional land as a

city grows. Land needed for other uses was not addressed in the Springfield Economic Opportunities Analysis. Thus, all other land needs are addressed in this document, and allocated to plan designations. That allocation includes significant needs that will occur in non-residential plan designations—particularly the Parks and Open Space designation.

This section considers other uses that consume land and must be included in land demand estimates. Demand for these lands largely occurs independent of market forces. Many can be directly correlated to population growth. For the purpose of estimating land needed for other uses, these lands are classified into three categories:

- *Lands needed for public operations and facilities.* This includes lands for city offices and maintenance facilities, schools, state facilities, substations, and other related public facilities. Land needs are estimated using acres per 1,000 persons for all lands of these types.

- *Lands needed for parks and open space.* The estimates use a parkland standard of 14 acres per 1,000 persons based on the level of service standard established in the Willamalane *Park and Recreation Comprehensive Plan*, which projected need for parkland in Springfield between 2002 and 2022.

- *Lands needed for semi-public uses.* This includes hospitals, churches, non-profit organizations, and related semi-public uses. The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types.

Table 6-2 shows land in public and semi-public uses by type. The data show a total of 1,636 acres in public and semi public uses in the Springfield UGB in 2009. This equates to 24.8 acres per 1,000 persons.

Table 6-2. Summary of public and semi-public land need by type, Springfield UGB, 2010-2030

Type of Use	Acres	Acres / 1000 Persons	Assumed Need (Ac/1000 Persons)	Estimated Acres 2010-2030
e nment	581	8 8	3 0	44
t te	134	2 0	2 0	30
a	563	8 5	14 0	357
ch	277	4 2	0 9	14
h ch ha te the	81	1 2	1 2	18
Total	1 636	24 7	21 1	463

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Table 6-2 shows that there will be an additional need of about 463 acres of land for all new public and semi-public uses or 21.1 acres per 1,000 people

between 2010 and 2030. The information in Table 6-2 is based on the following assumptions:

- Government land in 2007 includes a 271-acre site that is owned by the Bureau of Land Management (BLM) and the 115-acre Booth-Kelly mixed-use site. Not including these sites, Springfield has 195 acres of government land or 3.0 acres per 1,000 people. The assumed land need for 2010 to 2030 is 3.0 acres per 1,000 people, assuming that the City's land need will not include more sites like the BLM or Booth-Kelly site.
- Park land needs are based on the level-of-service established in Willamalane's parks plan of 14 acres per 1,000 persons, which will require 207 new acres of parkland. In addition, park land includes need for 150 acres of parkland for need identified in the *Park and Recreation Comprehensive Plan* and to serve residents that moved to Springfield between 2002 and 2008.[25]
- School land needs are based on the fact that the Springfield School District will need to add one 14 acre site in the Jasper-Natron area over the planning period.[26] The land need of 0.9 acres per 1,000 persons was based on population growth and the District's need for one 14 acre site.
- Land needs for utilities, recreation, and churches/charities/other are based on maintaining the same ratio of acre to population as currently exists for these land uses.

The next step in determining other land needs is to allocate the land needs to plan designations. Table 6-3 shows existing public and semi-public land use in 2009 based on Springfield tax lot data and land use data from the Lane Council of Governments. The results show that categories of land use are spread across plan designations, but tend to cluster in the appropriate plan designations. For example, the majority of park lands (62%) are in the Parks and Open Space designation, or the majority of government lands (85%) are in the Government plan designation.

[25] According to Greg Hyde, the Planning and Development Manager with the Willamalane Park & Recreation District, Springfield acquired 37 acres of park land between 2002 and 2008. The *Park and Recreation Comprehensive Plan* identified a deficit of 130 acres to serve population in 2002 (at the 14 acres per 1,000 person level of service). That deficit was reduced to 93 acres with the addition of the 37 acres of parkland. In addition, Springfield's population grew by 4,095 people between 2002 and 2008, resulting in an additional need for 57 acres of parkland. Together, Springfield has a need for 150 acres of parkland to serve the City's population in 2008 at the 14 acres per 1,000 person level of service.

[26] According to Jeff DeFranco, the Springfield Public Schools Director of Communications and Facilities, the school district has one 14-acre site that will be sold (the Rainbow (Chase) Property). The City owns a 65-acre site in East Springfield has no services. The District owns a 15-acre site in the Clear Water area that is outside of the UGB, which will be developed when there is more residential development in the area.

Table 6-3. Summary of existing public and semi-public lands by plan designation and use, 2009

	Land Use					
Plan Designation	Schools	Government	Religious/ Charitable	Public (includes Parks)	Utilities	Total
Acres						
en t e ent a	155	22	48	81	28	334
e m en t e ent a	9	1	7	0	1	18
H h en t e ent a	3	0	0	0	2	5
a en ace	0	66	5	361	43	475
the an e nat n em t	94	490	20	141	59	804
Total	**261**	**578**	**81**	**582**	**134**	**1636**
Percent of Acres						
en t e ent a	59	4	60	14	21	20
e m en t e ent a	3	0	9	0	1	1
H h en t e ent a	1	0	0	0	2	0
a en ace	0	11	6	62	32	29
the an e nat n em t	36	85	25	24	44	49
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

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The data in Table 6-3 provides a basis for allocating public and semi-public land needs to plan designations. Table 6-4 shows the allocation of public and semi-public land need to plan designations. Based on the data in Table 6-3, the City assumes the following public and semi-public needs by plan designation:

- With the exception of parks, all public and semi-public land needs will follow the existing distribution by plan designation (as show in Table 6-3)
- Most parks will locate in the parks and open space designation. The allocation assumes that it is in the public interest for parks to mostly be located in the Park and Open Space designation, with a few smaller parks located in residential designations that service neighborhoods. The City assumes the following distribution for parks:
  - 80% will locate in the parks and open space designation
  - 14% will locate in low-density residential
  - 4% will locate in medium-density residential
  - 2% will locate in high-density residential

Table 6-4. Public and semi-public land needs by use and plan designation, 2010-2030

	Plan Designation					
Public/semi-public use	LDR	MDR	HDR	P/OS	Govt/Emp	Total
e nment	2	0	0	5	37	44
t te	6	0	0	9	15	30
a	50	14	7	286	0	357
ch	8	0	0	0	5	14
h ch ha te the	11	2	0	1	5	18
Total	**77**	**17**	**7**	**300**	**62**	**463**

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BUILDABLE LAND INVENTORY AND CAPACITY

The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity).[27] This yields a total of 1,468 buildable acres.

Table 6-5 provides an estimate of how much housing could be accommodated by those lands based on the needed densities identified in Table 5-30 after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). Total residential capacity includes capacity for redevelopment, which is assumed as 5% of needed new dwellings, or 296 dwellings. The basis for this assumption is presented in Chapter 4. Table 6-5 shows that Springfield has capacity for 9,018 dwelling units within the existing UGB.

[27] Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

Table 6-5. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
en t e ent a	1 301	5 379	60
e m en t e ent a	128	2 718	30
H h en t e ent a	18	355	4
e - e en	21	270	3
e e e ment	na	296	3
Total	**1,468**	**9,018**	**100%**

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te E t mate e ent a e e ment ca act nc e te th
a e ma te an e Ben – 730 an a c a ea – 518
A th ca act n the e m en t e ent a an e nat n

COMPARISON AND CONCLUSIONS

Table 6-6 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 6-6. 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)
en t e ent a	3 316	5 379	2 063	4 5		-455	455
e m en t e ent a	1 982	3 136	1 154	12 5		-93	93
H h en t e ent a	914	503	-411	20 0		21	-21
Total	**6,211**	**9,018**	**2,807**			-527	527

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mn te
1 an e nat n
2 ee e e n an e nat n ta e 5-30
3 a act an e nat n ta e 6-2 te ca act nc e ca act n ma te anne a ea
en a c a ea e en an H nc e ca act e e e ment
4 a act c mn 3 m n ee c mn 2 te a t en m e en te en h ca act th n the e t n
B
5 ee e en t m tt m a e 62
6 T ta a t na an nee e a e cte t E a -c mn 4 e c mn 5
7 e ct ac e ne at e mean a B e an n E a mn 4 e mn 5

The last step in the analysis is to add in public and semi-public land needs. Table 6-7 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 6-7. Reconciliation of land need and supply, Springfield UGB, 2010

Plan Designation	Residential Land Surplus/Deficit (From Table 6-6)	Public/Semi-Public Land Need	Total Surplus/ Deficit
en t e ent a	455	77	378
e m en t e ent a	93	17	76
H h en t e ent a	-21	7	-28
a an en ace		300	-300
e nment Em ment		62	et th h an nee n E A
Total	**527**	**463**	**126**

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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. At a minimum, the City will meet the deficit of 411 dwellings (21 acres) through land its redevelopment strategies in Downtown and Glenwood. 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.

- 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. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g., ridgeline trail systems). Since no surplus of land designated for high density residential uses exists, the 21-acre high density residential plan

designation deficit has been increased by seven (7) acres to provide parkland immediately adjacent to the proposed high density residential district.

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

Appendix A

Context for Assessing Housing Needs

WHAT IS AFFORDABLE HOUSING?

The terms "affordable" and "low-income" housing are often used interchangeably. These terms, however, have different meanings:

- *Affordable housing* refers to households' ability to find housing within their financial means. Households that spend more than 30% of their income on housing and certain utilities are considered to experience *cost burden.*[28] As such, any household that pays more than 30% experiences cost burden and does not have *affordable* housing. Thus, affordable housing applies to all households in the community.

- *Low-income housing* refers to housing for "low-income" households. HUD considers a household low-income if it earns 80% or less of median family income. In short, low-income housing is targeted at households that earn 80% or less of median family income.

These definitions mean that any household can experience cost burden and that affordable housing applies to all households in an area. Low-income housing targets low-income households. In other words, a community can have a housing affordability problem that does not include only low-income households.

It is important to underscore the point that many households that experience cost burden have jobs and are otherwise productive members of society. A household earning 80% of median family income in Springfield earns about $39,000 annually—or about $18.50 per hour for a full-time employee. The maximum affordable purchase price for a household earning $39,000 annually is about $120,000. Depending on household size, many of these households are eligible for government housing assistance programs.

In summary, any household can face housing affordability problems. Because they have more limited financial means, the incidence of cost burden is higher among low-income households. Statewide planning Goal 10 requires cities to adopt policies that encourage housing at price ranges commensurate with incomes. In short, state land use policy does not distinguish between households of different income levels and requires cities to adopt policies that encourage housing for all households.

[28] Cost burden is a concept used by HUD. Utilities included with housing cost include electricity, gas, and water, but do not include telephone expenses.

WHAT OBJECTIVES DO HOUSING POLICIES TYPICALLY TRY TO ACHIEVE?

The *Practice of State and Local Planning*[29] classifies goals that most government housing programs address into four categories:

- *Community life.* From a community perspective, housing policy is intended to provide and maintain safe, sanitary, and satisfactory housing with efficiently and economically organized community facilities to service it. In other words, housing should be coordinated with other community and public services. Although local policies do not always articulate this, they are implicit in most local government operations. Comprehensive plans, zoning, subdivision ordinances, building codes, and capital improvement programs are techniques most cities use to manage housing and its development. Local public facilities such as schools, fire and police stations, parks, and roads are usually designed and coordinated to meet demands created by housing development.

- *Social and equity concerns.* The key objective of social goals is to reduce or eliminate housing inadequacies affecting the poor, those unable to find suitable housing, and those discriminated against. In other words, communities have an obligation to provide safe, satisfactory housing opportunities to all households, at costs they can afford, without regard to income, race, religion, national origin, family structure, or disability.

- *Design and environmental quality.* The location and design of housing affect the natural environment, residents' quality of life, and the nature of community life. The objectives of policies that address design and environmental quality include neighborhood and housing designs that meet: household needs, maintain quality of life, provide efficient use of land and resources, reduce environmental impacts, and allow for the establishment of social and civic life and institutions. Most communities address these issues through local building codes, comprehensive land use plans, and development codes.

- *Stability of production.* Housing is a factor in every community's economy. The cyclical nature of housing markets, however, creates uncertainties for investment, labor, and builders. The International City Manager's Association suggests that local government policies should address this issue—most do not. Moreover, external factors (e.g. interest rates, cost of building materials, etc.) that bear upon local housing markets tend to undermine the effectiveness of such policies.

Despite the various federal and state policies regulating housing, most housing in the U.S. is produced by private industry and is privately owned. While the land

[29] *The Practice of Local Government Planning, 2nd Edition,* International City Managers Association, 1988.

use powers of local government have been an important factor in the production of housing, the role of local government has largely focused on regulation for public health and safety and provision of infrastructure. More recently, awareness has grown regarding the impact policies and regulations have had on the other aspects of community life such as costs of transportation and other infrastructure, access of residents to services and employment, and social interactions.

DEMAND VERSUS NEED

The language of Goal 10 and ORS 197.296 refers to housing *need*: it requires communities to provide needed housing types for households at all income levels. Goal 10's broad definition of need covers all households—from those with no home to those with second homes. State policy, however, does not make a clear distinction between need and demand. Following is our definition, which we believe to be consistent with definitions in state policy:

- *Housing need* can be defined broadly or narrowly. The broad definition is based on the mandate of Goal 10 that requires communities' plan for housing that meets the needs of households at all income levels. Thus, Goal 10 implies that everyone has a housing need because everyone needs housing. However, definition used by public agencies that provide housing assistance (primarily the Department of Housing and Urban Development – HUD, and the Oregon Housing and Community Services Department - HCS) is more narrow. It does not include most of the households that can purchase or rent housing consistent with the requirements of their household size for a price that is affordable. Households that cannot find and afford such housing have need: they are either unhoused, in housing of substandard condition, overcrowded, or paying more than their income and federal standards say they can afford.

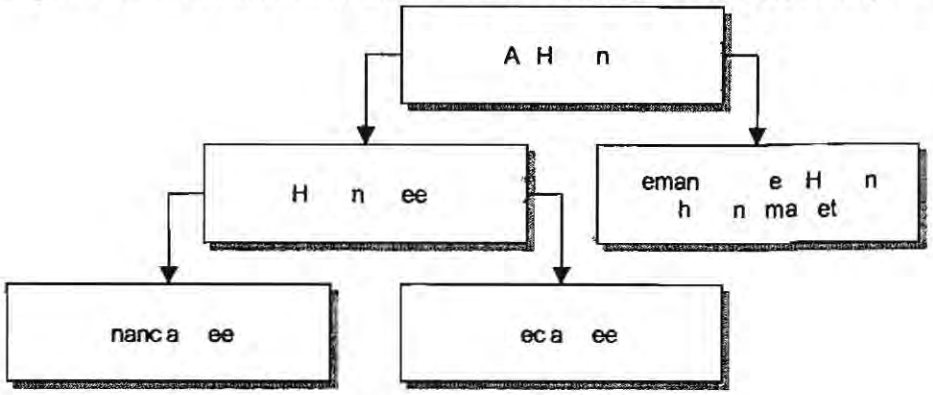
- *Housing market demand* is what households demonstrate they are willing to purchase in the market place. Growth in population leads to a growth in households and implies an increase in demand for housing units that is usually met primarily by the construction of new housing units by the private sector based on developers' best judgments about the types of housing that will be absorbed by the market. ORS 197.296 includes a market demand component: buildable land needs analyses must consider the density and mix of housing developed over the previous five years or since their most recent periodic review, whichever is greater.

In short, a housing needs analysis should make a distinction between housing that people might need (housing needs) and what the market will produce (housing market demand).

Figure A-1 shows a schematic that distinguishes between housing needs that are unmet and those that are met via market transactions. All housing need is the total number of housing units required to shelter the population. In that sense, it is approximately the number of households: every household needs a dwelling place. But some of that need is met through market transactions without much

government intervention because households have the income to *demand* (purchase) housing services (as owners or renters). That demand is shown in the box on the right. Other households, however, have needs unmet, usually because they lack the resources to purchase housing services (financial need), but because of special needs as well (though, even here, the issue is still one of financial resources).

Figure A-1. Relationship between housing need and housing demand



Most housing market analyses and housing elements of comprehensive plans in Oregon make forecasts of new demand (what housing units will get built in response to market forces). Work by housing authorities is more likely address housing need for special classes, especially low-income. It is the role of cities under Goal 10 to adopt and implement land use policies that will encourage provision of housing units that meet the needs of all residents.

It is unlikely that housing markets in any metropolitan area in the US provide housing to meet the needs of every household. Even many upper-income households probably believe they "need" (want) more housing than their wealth and income allows them to afford. Goal 10 does not require communities address the housing "want" of residents.

More important, however, are more basic housing needs. At the extreme there is homelessness: some people do not have any shelter at all. Close behind follows substandard housing (with health and safety problems), space problems (the structure is adequate but overcrowded), and economic and social problems (the structure is adequate in quality and size, but a household has to devote so much of its income to housing payments that other aspects of its quality of life suffer). Location can also be a burden—households that live further from work and shopping opportunities will have to spend more money on transportation. Moreover, while some new housing is government-assisted housing, public agencies do not have the financial resources to meet but a small fraction of that need. New housing does not, and is not likely to, fully address all these needs because housing developers, like any other business, typically try to maximize their profits.

In fact, many of those needs are much more likely to be satisfied by existing housing: the older, used stock of structures that is usually less expensive per square foot than new housing. Thus, forecasting the type of new units that might be built in a region (by type, size, and price) is unlikely to bear any relationship to the type of housing to which most people with acute housing needs will turn to solve their housing problems. One key reason for this is the dynamics associated with housing construction. The cost of building new housing is largely prohibitive for building dwelling units affordable to low-income households. This "trickle-down" effect is well known among housing specialists. In most communities a quick comparison of new home prices with income distributions will underscore the fact that developers tend to focus on the move-up market and not on entry-level housing.

Viewed in the light of those definitions (e.g., housing demand and housing need), the requirements of Goal 10 need clarification. Goal 10 mandates that communities plan for housing that meets the needs of households at all income levels. Thus, Goal 10 implies that everyone has a housing need. As we have noted, however, it is hard to justify spending public resources on the needs of high-income households: they have the income to purchase (demand) adequate housing services in the housing market. The housing they can afford may not be everything they want, but most policymakers would agree that the difference does not classify as the same kind of need that burdens very-low-income households.

This study is not the place to resolve debates about definitions of housing need and the purposes of Goal 10. Here are our assumptions about the distinction between demand and need in the rest of this study:

- Our analysis of need addresses the Goal 10 requirements regarding financial need (ability to obtain housing) as they relate to future households and to those households whose circumstances suggest that they will have special problems in finding adequate and affordable housing services. That analysis occurs after, and largely independent of, the forecast of new housing that is likely to be built to supply effective demand.

- Our forecast includes a comparison of demand for new housing: what kind of housing of what type is likely to get built in the region over the next 20 years. The baseline forecast is the housing "demand" forecast, the alternative forecast is the housing "need" forecast.

In summary, Goal 10 intends that cities identify housing need and develop a land use policy framework that meets identified needs. One of the key issues that gets addressed in a housing needs analysis is to determine how much land is needed for different housing types, and therefore must be designated for different housing types. Providing sufficient land in the proper designations is one of the most fundamental land use tools local governments have to meet housing need.

Appendix B National Housing Trends

The overview of national, state, and local housing trends builds from previous work by ECO and conclusions from The *State of the Nation's Housing, 2008* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook for the next decade as follows:

> "Housing markets contracted for a second straight year in 2007. The national median single-family home price fell in nominal terms for the first time in 40 years of recordkeeping, leaving several million homeowners with properties worth less than their mortgages. With the economy softening and many home loans resetting to higher rates, an increasing number of owners had difficulty keeping current on their payments. Mortgage performance—especially on subprime loans with adjustable rates—eroded badly. Lenders responded by tightening underwriting standards and demanding a higher risk premium, accelerating the ongoing slide in sales and starts.
>
> "It is still uncertain how far, and for how long, the housing crisis will drive down household growth. Regardless, given the solid underpinnings of long-term demand—including the recent strength of immigration and the aging of the echo-boom generation into young adulthood—household growth will pick up again once the economy recovers. But if the nation suffers a prolonged economic downturn that results in lower immigration and more doubling up, household growth in 2010-2020 may fall short of the 14.4 million level currently projected.

This evaluation presents a bleak outlook for housing markets and for homeownership in the short-term brought on by the subprime mortgage crisis. However, the image painted of the future looks brighter, as the increase in housing demand is naturally induced by the growth of the population in the necessary age groups.

n nten nh me ne h an eman

Last year (2007) was a continuation of the significant departure from the recent housing boom that had lasted for 13 consecutive years (1992-2005). While strength in early 2005 pushed most national housing indicators into record territory, the market began to soften and sales slowed in many areas in the latter half of 2005. By 2006, higher prices and rising interest rates had a negative impact on market demand. Investor demand, home sales and single-family starts dropped sharply. Growth in national sales prices also slowed. By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and fear of recession. After 12 successive years of increases, the national homeownership rate slipped in 2005, again in 2006 to 68.8%, and again in 2007 to 68.1%.

The Joint Center for Housing Studies concludes that the cooling housing market in 2006 had an immediate impact on homeownership. Increasing interest rates and decreasing housing affordability contributed to the recent market correction. Homebuilders could not react quickly enough to changing market conditions, resulting in an oversupply of housing and a rising inventory of unsold homes. The Joint Center for Housing Studies predicts that once the corrections made to work off the housing oversupply and prices start to recover, a return to traditional mortgage products and the strength of natural demand will invigorate the homeownership rate. The long-term market outlook shows that homeownership is still the preferred tenure. Over the next decade, 88% of net household growth is expected to come from gains in the number of homeowners. While further homeownership gains are likely during this decade, they are not assured. Additional increases depend, in part, on finding ways to ease the difficulties faced by low and moderate income households in purchasing a home. It also rests on whether the conditions that have led to homeownership growth can be sustained.

From 2000 to 2005 housing starts and manufactured home placements appeared to have been roughly in line with household demand. In 2005, with demand for homes falling but construction coming off record levels, the surplus of both new and existing homes was much higher than in recent years. In late 2007 and early 2008, the excess supply of new single-family homes retreated by about 12%, though the simultaneous drop in sales left the supply at 11 months, a figure not seen since the 1970s. This resulted in a strong buyer's market, leaving many homes lingering on the market and forcing many sellers to accept prices lower than what they were expecting. The Joint Center for Housing Studies predicts the oversupply will eventually balance as housing starts continue to fall, lower prices motivate unforeseen buyers, and the rest of the economy begins to recover.

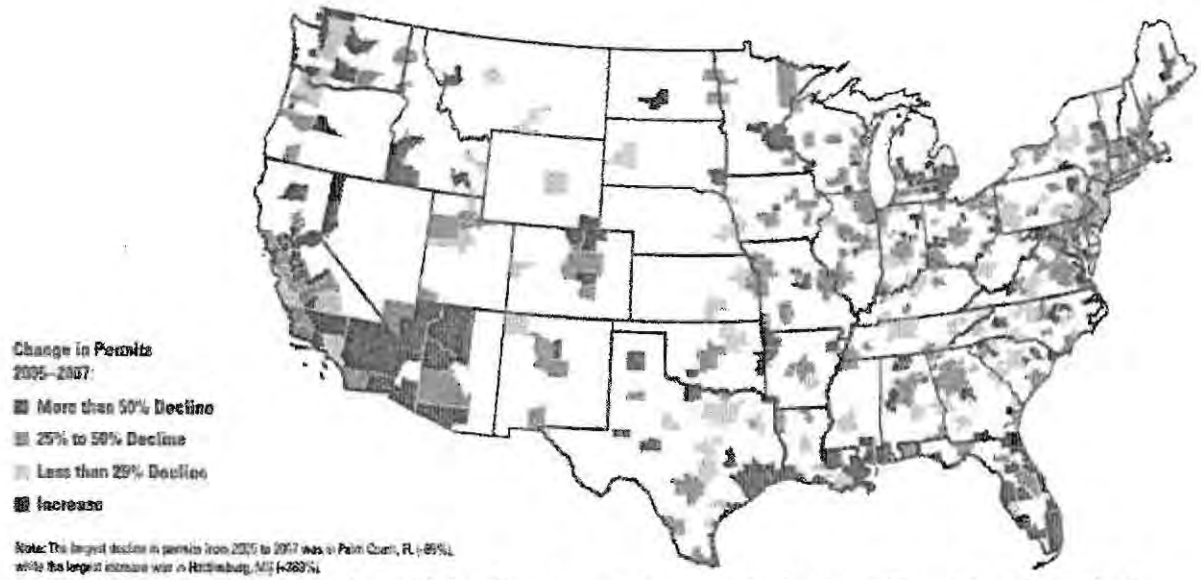
The Joint Center for Housing Studies indicates that demand for new homes could total as many as 14.4 million units nationally between 2010 and 2020. Nationally, the vast majority of these homes will be built in lower-density areas where cheaper land is in greater supply. People and jobs have been moving away from central business districts (CBDs) for more than a century: the number of the country's largest metropolitan areas with more than half of their households living at least 10 miles from the CBD has more than tripled from 13 in 1970 to 46 in 2000; in six metropolitan areas more than a fifth of households live at least 30 miles out. While people older than 45 years are generally continuing to move away from CBDs, younger people have begun to move nearer to CBDs.

The Joint Center for Housing Studies also indicates that demand for higher density housing types exists among certain demographics. They conclude that because of persistent income disparities, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes. Supply-side considerations, however, outweigh these demographic forces.

ecent t en n h me ne h an eman

Conditions that had previously bolstered the housing market and promoted homeownership weakened in 2005 and eroded further in 2006 and 2007. Increasing interest rates and weakening housing prices combined to slow the housing market. In 2007, new home sales were down 40% from the record 2005 level, and existing home sales were down 20%. Regionally, using housing permits issued as a proxy for new home ownership, Lane County's issued housing permits fell between 25% and 50% between 2005 and 2007.

Figure B-1. Change in housing permits issued by county, U.S., 2005-2007



ce en B ea n t ct n tat tc B n emt nt A cte n The tate The at n'
H n 2008 The nt ente H n t e Ha a n e t 8

Figure B-2. Change in housing permits issued by county, Oregon, 2005-2007

ce en B ea n t ct n tat tc B n e m t nt A cte n The tate
The at n' H n 2008 The nt ente H n t e Ha a n e t 8

em a h c t en n h me ne h

According to the Joint Center for Housing Studies, immigration will play a key role in accelerating household growth over the next 10 years. Between 2000 and 2006, immigrants contributed to over 60% of household growth. Minorities will account for 68% of the 14.6 million projected growth in households for the 2005 to 2015 period. Immigrants now comprise a growing share of young adults and children in the United States. Twenty percent of Americans ages 25-34 are foreign born, and an additional 9% are second generation Americans. Members of this generation will probably earn more than their parents becoming an even greater source of housing demand in the coming decades.

The Joint Center for Housing Studies suggests that an aging population, and of baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years. A recent survey of baby boomers showed that more than a quarter plan to relocate into larger homes and 5% plan to move to smaller homes. Second home demand among upper-income homebuyers of all ages also continues to grow. Households aged 50 to 69 are expected to account for the purchase of nearly half a million second homes between 2005 and 2015.

People prefer to remain in their community as they age.[30] The challenges that seniors face as they age in continuing to live in their community include: changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.[31] Not all of these issues can be addressed through housing or land-use policies. Communities can address some of these issues through adopting policies that:

- Diversify housing stock to allow development of smaller, comparatively easily maintained houses in single-family zones, such as single story townhouses, condominiums, and apartments.
- Allow commercial uses in residential zones, such as neighborhood markets.
- Allow a mixture of housing densities and structure types in single-family zones, such as single-family detached, single-family attached, condominiums, and apartments.
- Promote the development of group housing for seniors that are unable or choose not to continue living in a private house. These facilities could include retirement communities for active seniors, assisted living facilities, or nursing homes.
- Design public facilities so that they can be used by seniors with limited mobility. For example, design and maintain sidewalks so that they can be used by people in wheel chairs or using walkers.

H me enta t en

Nationally, the rental market continues to experience growth, adding 2 million rental households from 2004 to 2007. Demand strengthened in every region except the Northeast. Vacancy rates in the West continue to decline, leading to strong increases in rental rates. Over the longer term, the Joint Center for Housing studies expects rental housing demand to grow by 1.8 million households over the next decade. Minorities will be responsible for nearly all of this increased demand. The minority share of renter households grew from 37% in 1995 to 43% in 2005. The minority share is forecast to exceed 50% of renter households in 2015. Demographics will also play a role. Growth in young adult households will increase demand for moderately priced rentals, in part because echo boomers will reach their mid-20s after 2010. Meanwhile growth among those between the ages of 45 and 64 will lift demand for higher-end rentals. Given current trends in home prices and interest rates, conditions will become increasingly favorable for rental markets in the coming years.

[30] A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See http://www.aarp.org/research.

[31] "Aging in Place: A toolkit for Local Governments" by M. Scott Ball.

Despite only modest increases in rents in recent years, growing shares of low- and moderate-wage workers, as well as seniors with fixed incomes, can no longer afford to rent even a modest two-bedroom apartment anywhere in the country. In 2006, one in three American households spent more than 30% of income on housing, and more than one in seven spent upwards of 50%. The national trend towards increased rent to income ratios is mirrored regionally in that a salary of two to three times the 2007 Federal minimum wage of $5.85 is needed to afford rents in Lane County (see Figure B-3).

According to the Joint Center for Housing Studies, these statistics understate the true magnitude of the affordability problem because they do not capture the tradeoffs people make to hold down their housing costs. For example, these figures exclude the 2.5 million households that live in crowded or structurally inadequate housing units. They also exclude the growing number of households that move to locations distant from work where they can afford to pay for housing, but must spend more for transportation to work. Among households in the lowest expenditure quartile, those living in affordable housing spend an average of $100 more on transportation per month than those who are severely housing cost-burdened. With total average monthly outlays of only $1,000, these extra travel costs amount to 10 percent of the entire household budget.

Figure B-3. Hourly wages needed to afford rent by county, U.S., 2008

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a t n A cte n The tate The at n' H n 2008 The nt ente H n t e Ha a
n e t 30

te E e c nt n e n ha a h n a e et een 11 70 an 17 54 n 2008

T en nh n a a t

Despite widespread falling house prices, affordability problems have not improved significantly. A median-priced single-family home under conventional terms in 2007 (10% downpayment and 30-year fixed rate loan) only costs $76 per month and $1,000 downpayment less than a house bought in 2006, the year in which the sales prices of single-family homes were at their highest real price in history. Only 17 of the 138 National Association of Realtors-covered metropolitan areas have lower costs in 2007 than they did in 2003 when interest rates were bottomed out.

With low-wage jobs increasing and wages for those jobs stagnating, affordability problems will persist even as strong fundamentals lift the trajectory of residential investment. The number of severely cost-burdened households (spending more than 50% of income on housing) increased by almost 4 million households from 2001 to 2006, to a total of nearly 18 million households in 2005. Nearly 40% of low-income households with one or more full-time workers are severely cost burdened, and nearly 60% of low-income households with one part-time worker are severely cost burdened. The Joint Center for Housing Studies points to widening income disparities and decreasing federal assistance as two factors exacerbating the lack of affordable housing. While the Harvard report presents a relatively optimistic long-run outlook for housing markets and for homeownership, it points to the significant difficulties low- and moderate-income households face in finding affordable housing, and preserving the affordable units that do exist.

T en nH n ha acte tc

The U.S Bureau of Census Characteristics of New Housing Report presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several trends in the characteristics of housing are evident from the New Housing Report:

- Larger single-family units on smaller lots. Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.

- Larger multifamily units. Between 1999 and 2007, the median size of new multiple family dwelling units increased by 15%. The percentage of multifamily units with more than 1,200 sq. ft. increased from 26% to 47% in the western region and from 28% to 50% nationally. The

percentage of units with less than 600 sq. ft. stayed at 1% both regionally and nationally.

- More household amenities. Between 1994 and 2007 the percentage of single-family units built with amenities such as central air conditioning, fireplaces, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multiple family units.

A clear linkage exists between demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in several publications. Analysis of data from the Public Use Microsample (PUMS) in the 2000 Census to describe the relationship between selected demographic characteristics and housing choice. Key relationships identified through this data include:

- Homeownership rates increase as income increases;
- Homeownership rates increase as age increases;
- Choice of single-family detached housing types increases as income increases;
- Renters are much more likely to choose multiple family housing types than single-family; and
- Income is a stronger determinate of tenure and housing type choice for all age categories.

RECRUITMENT ANNOUNCEMENT LANE COUNTY, OREGON

Lane County Human Resources
125 E. 8th Ave, Eugene OR 97401
541-682-3665

Office Hours: 10am – 5pm
Monday through Friday
www.lanecounty.org/jobs

Recorded Job Info: 541-682-4473
Jobs@co.lane.or.us

Lane County is an Equal Opportunity Employer and complies with the ADA.
Individuals from diverse cultures are strongly encouraged to consider this career opportunity.

WORKING TITLE / TITLE (JOBCODE)
Planner (J025)

Job Posting #: 211069

Department / Division
Public Works / Land Management

Compensation
$40,581 – $56,264 / year

Exempt or Non-Exempt
Exempt

Hours per Week
40

Schedule
M-F, 8:00 am – 5:00 pm

This position is AFSCME Represented

Opens: May 8, 2011

Closes: May 23, 2011 @ 5pm-PT

Completed application materials must be received in our office by the time and date specified in order to be considered for this position.

Education:
Equivalent to a Bachelor's degree from an accredited college or university with major course work in planning or a related field.

Experience:
One year of responsible professional planning experience.

Substitution:
An equivalent combination of experience and training, demonstrating the required knowledge and abilities, is qualifying.

Notes:
The selected candidate(s) for this classification are required to take and pass a pre-employment drug test before entering County employment.

Summary of Essential Duties:
Compiles, researches and analyzes social, economic, statistical and land use data and trends; prepares written reports on current and long-range planning matters and processes land-use applications. Conducts field surveys of land usage; compiles, colors and/or draws working maps, sketches and layouts. Answers public inquiries on planning-related issues; interprets land use regulations to the public. Delivers special presentations to the private sector, community groups, the Board of County Commissioners and various committees; prepares staff reports as necessary. Participates on special committees and task forces as necessary.

Knowledge of:
Modern principles and practices of planning; current literature, information sources and research techniques in the field of urban planning; laws, ordinances, policies and regulations governing planning, growth management and land use.

Ability to:
Interpret and apply applicable laws, ordinances and policies; learn to perform professional planning work with a minimum of supervision; analyze and compile technical information and reports; establish and maintain effective working relationships with those contacted in the course of work; communicate clearly and concisely, both orally and in writing.

Supplemental questions:

1. Please describe your understanding of the Oregon Statewide Planning Program and employment experience you have had with the Program.

2. Please describe your experience in providing customer service (answering zoning and property development questions).

3. Please describe your experience in processing land use development applications and/or conducting research and developing background reports for comprehensive planning projects.

4. Please describe your experience in making oral presentations to the public.

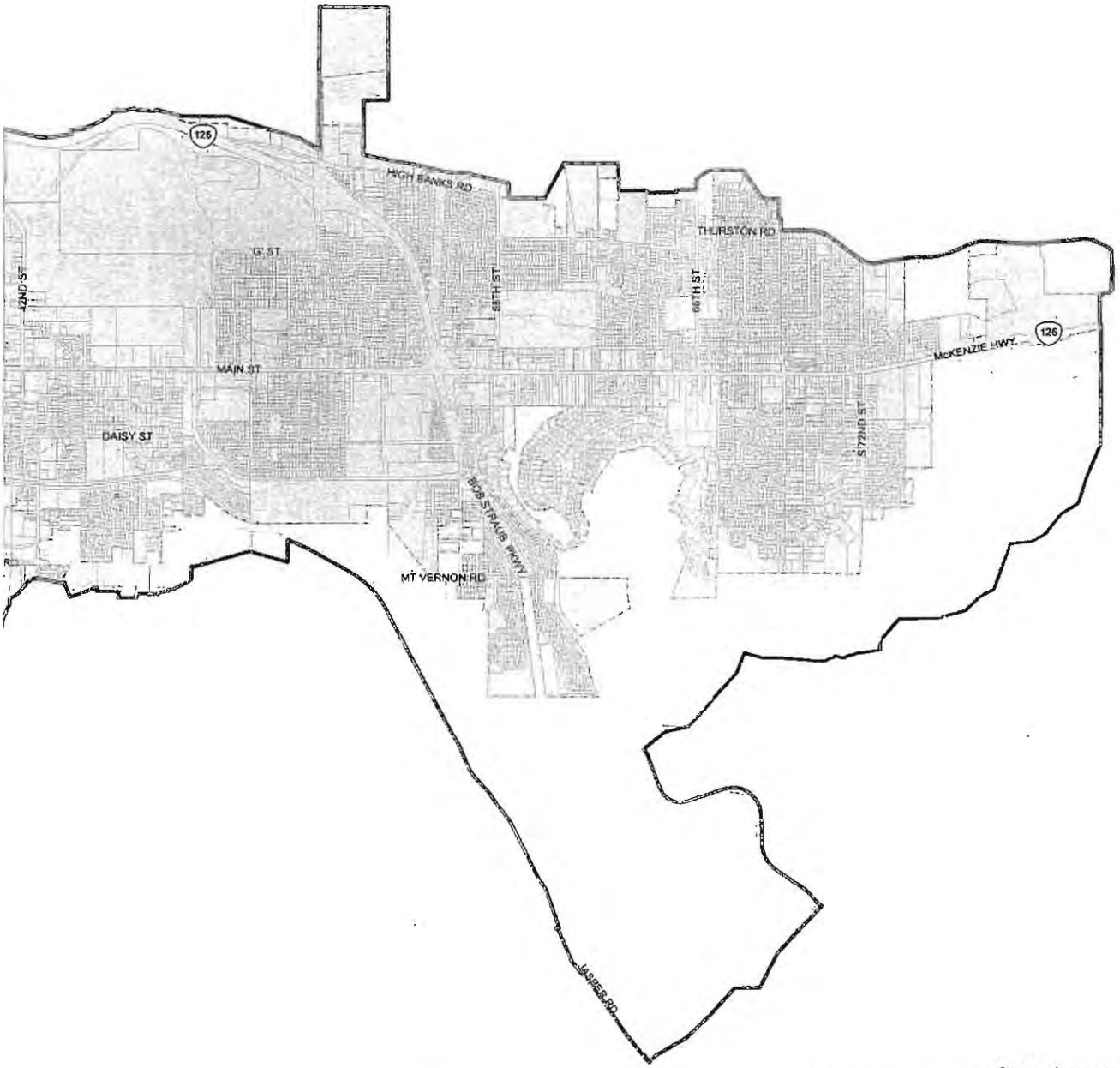
5. What is your concept of diversity in the workplace? Do you think it is important to have a diverse workplace? If so, why?

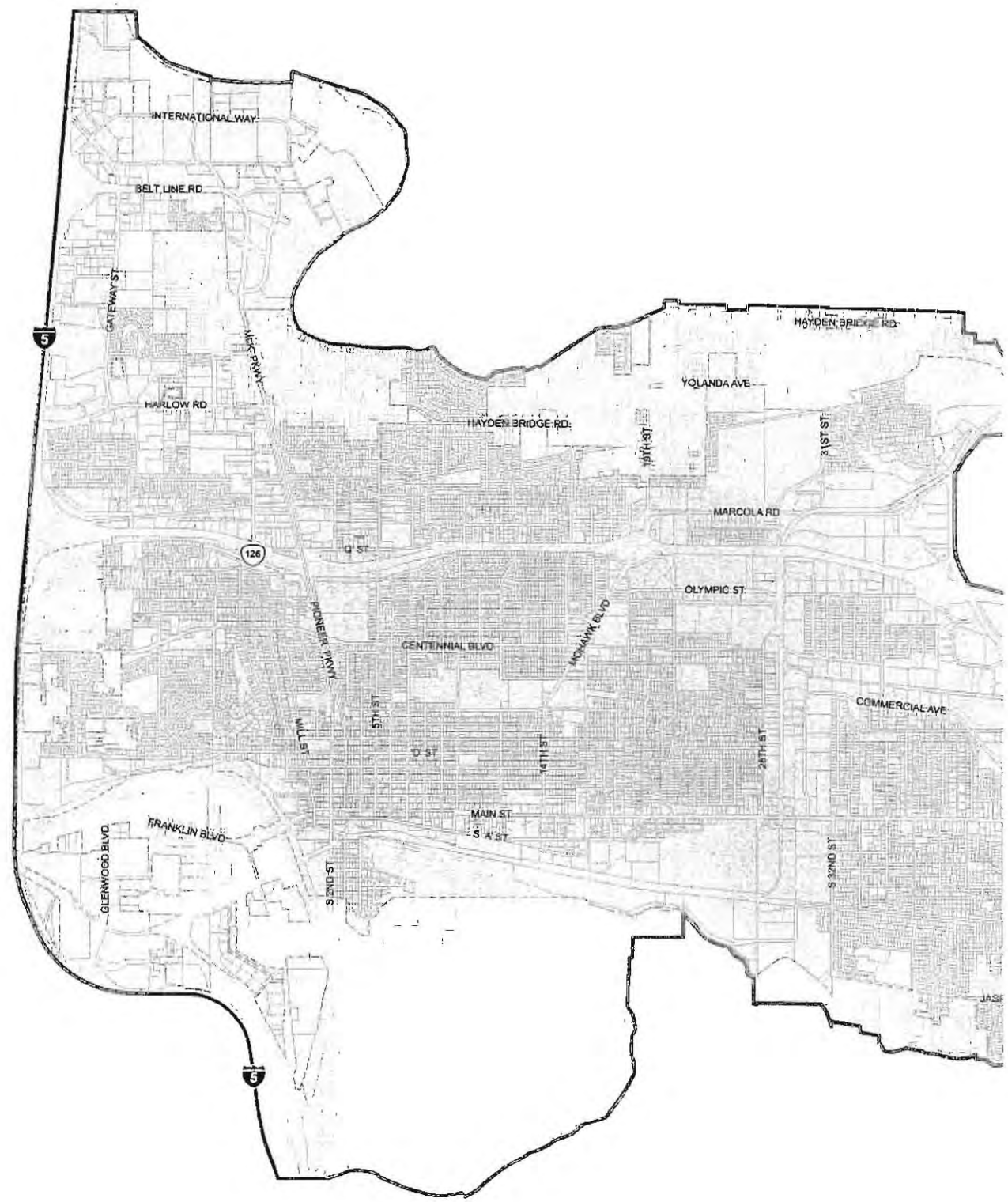
This announcement is intended as a general descriptive recruitment guide and is subject to change. It may not contain all duties performed nor all the knowledge and abilities required. Furthermore, this announcement does not constitute either an expressed or implied contract.

Based on operational needs, more than one position may be filled from this posting.

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.




INTERNATIONAL WAY
BELT LINE RD
GATEWAY ST
HARLOW RD
MAIN PKWY
HAYDEN BRIDGE RD
YOLANDA AVE
31ST ST
MARCOLA RD
OLYMPIC ST
COMMERCIAL AVE
CENTENNIAL BLVD
PIONEER PKWY
MOHAWK BLVD
MILL ST
5TH ST
14TH ST
26TH ST
32ND ST
MAIN ST
FRANKLIN BLVD
GLENWOOD BLVD
S 2ND ST
D ST
A ST
5
126
UGB
City Limits
Taxlots
SPRINGFIELD
OREGON
0
0.25
0.5
1 Mile
N
There are no warranties that accompany this product. Users assume all responsibility for any loss or damage arising from any error, omission, or positional inaccuracy of this product.

List of tax lots that are adjacent to and inside, or split by the UGB

April 5, 2011

Tax lot #	*Status*	*Description*	*Area*	*Note*
17-02-19	**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				
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		
1702200001301	in	tax lot line, city limits and UGB are coincident		

Attachment 6-1

EXHIBIT D-1

Tax lot #	Status	Description	Area	Note
17-02-27				
1702270000901	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			
1702270002002	in			
1702270002100	in			
17-02-28				
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			
1702280000406	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				
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 edge of the ROW of I-105	Highbanks	
1702290003100	split	UGB and city limits are coincident	Highbanks	
17-02-30				
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		

Attachment 6-2

EXHIBIT D-2

Tax lot #	Status	Description	Area	Note
17-02-34				
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				
1702352204801	in			
1702352204900	split	split by city limits	Thurston	
17-02-36				
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				
1703140000900	in			
1703140001100	in	Adjacent to McKenzie River. Refer to survey		Riverbend Phase 2 (survey)
1703140001900	in	Adjacent to McKenzie River. Refer to survey		Riverbend Phase 2 (survey)

Attachment 6-3

EXHIBIT D-3

Tax lot #	Status	Description	Area	Note
17-03-15				
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				
1703220003700	in	UGB, city limits and tax lot lines are coincident		
1703220004102	in	Adjacent to McKenzie River. Refer to plat.		Riverbend Phase 2 (survey)
17-03-23				
1703233200100	in			
1703233200200	in			
1703233200300	in			
1703233200400	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233202400	In	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233202600	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233202700	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233202800	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233203200	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203300	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203400	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203700	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203800	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203900	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233400100	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle
1703233400200	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle
1703233400300	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle
1703233400400	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle
1703233405400	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405500	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405600	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405700	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405800	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405900	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233406000	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233406100	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233406200	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition

Attachment 6-4

EXHIBIT D-4

Tax lot #	Status	Description	Area	Note
1703233410800	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 2nd Addition
1703233410900	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 2nd Addition
1703233411000	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 2nd Addition
1703233411100	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 2nd Addition
1703234200100	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200200	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200300	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200400	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200500	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200600	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200700	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
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		
1703234306000	in	UGB, city limits and tax lot lines are coincident		
1703234306100	in	UGB, city limits and tax lot lines are coincident		
1703234306200	in	UGB, city limits and tax lot lines are coincident		
1703234306300	in	UGB, city limits and tax lot lines are coincident		
1703234406000	in	UGB, city limits and tax lot lines are coincident		
1703234406100	in	UGB, city limits and tax lot lines are coincident		
1703234406200	in	UGB, city limits and tax lot lines are coincident		
1703234406300	in	UGB, city limits and tax lot lines are coincident		
1703234407900	in			PLA #94-11-222; CS #32540
1703234409300	in	UGB, city limits and tax lot lines are coincident		
1703234409400	in	UGB, city limits and tax lot lines are coincident		
1703234409500	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				
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

Attachment 6-5

EXHIBIT D-5

Tax lot #	Status	Description	Area	Note
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 comer 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 1703240000603	Hayden Bridge	Journal #92-10-202 O'Niell; CS #33470 & 31021; Plat #92-P0306.
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			

Attachment D-6

EXHIBIT D-6

Tax lot #	Status	Description	Area	Note
1703243200900	in			
18-02-01				
1802010000100	split	follow ridgeline	SE Hills	
18-02-02				
1802020000100	split	follow ridgeline	SE Hills	
1802020000200	split	follow ridgeline	SE Hills	
1802020000300	split	follow ridgeline	SE Hills	
1802020000400	***split***	***follow ridgeline***	***SE Hills***	***WEB***
1802020000401	***in***		***SE Hills***	***WEB***
18-02-03				
1802030000600	in	follow ridgeline	SE Hills	
18-02-04				
1802040003000	split	approximately 450' S of Jasper Rd to a property corner, then W to a point on the W property line that is approximately 450' S of the Jasper Rd ROW. A drainage ditch on the W property line crosses the driveway at that point. The house and barn at 5119 Jasper Rd are inside the UGB.	Clearwater	
18-02-05				
1802050002600	split	Panhandle; 400' S of the S edge of the Jasper Rd. ROW	Clearwater	
1802050002800	split	E leg is split 450' S of the S edge of Jasper Rd ROW. W leg is split 220' S of the S edge of Jasper Rd ROW.	Clearwater	
1802050002801	split	On the E tax lot line, approximately 450' S of the S edge of Jasper Rd. ROW, then 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			Journal #1998-11-0255; Redwood Village plat

Attachment 6-7

EXHIBIT D-7

Tax lot #	Status	Description	Area	Note
1802052400200	in			Journal #1998-11-0255; Redwood Village plat
1802052401000	In			Journal #1998-11-0255; Redwood Village plat
1802052401100	in			Journal #1998-11-0255; Redwood Village plat
1802052401200	in			Journal #1998-11-0255; Redwood Village plat
1802052407900	in			Journal #1998-11-0255; Redwood Village plat
1802052408000	in			Journal #1998-11-0255; Redwood Village plat
1802052408100	in			Journal #1998-11-0255; Redwood Village plat
1802052408201	in			
1802052409400	in			Journal #1998-11-0255; Redwood Village plat
1802052409600	in			Journal #1998-11-0255; Redwood Village plat
1802052409700	in			Journal #1998-11-0255; Redwood Village plat
1802052409800	in			Journal #1998-11-0255; Redwood Village plat
1802052409900	in			Journal #1998-11-0255; Redwood Village plat
1802052410000	in			Journal #1998-11-0255; Redwood Village plat
1802052411000	in			Journal #1998-11-0255; Redwood Village plat
1802052412000	in			Journal #1998-11-0255; Redwood Village plat
1802052413000	in			Journal #1998-11-0255; Redwood Village plat
18-02-06				
1802060001006	in			
1802060001007	in			
1802060004600	in			
1802062403500	in			
1802062403501	in			
1802062403600	in			
1802064104902	in			

Attachment 6-8

EXHIBIT D-8

Tax lot #	Status	Description	Area	Note
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; N bank of Jasper slough		filbert meadows, LRP2005-00010; SUB2005-00062
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				
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***	***WEB***
1802090000600	split	panhandle; approximately 450' S of the S edge of Jasper Rd. ROW	Clearwater	
18-02-10				
1802100001600	in	UGB and tax lot lines are coincident	SE Hills	Weyerhauser Rd.
1802100000100	***split***	***follow ridgeline to a point where the western tax lot line intersects north section line of 180210***	***SE Hills***	***WEB***
18-02-11				
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	Weyerhauser Rd. Journal #1998-11-0256 contains legal description (attachment D)

Attachment 6-9

EXHIBIT D-9

Tax lot #	Status	Description	Area	Note
1802110002000	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)

Attachment 6-10

EXHIBIT D-10

Tax lot #	Status	Description	Area	Note
18-02-15				
1802150000100	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
18-03-01				
1803010000701	in			
1803010001100	in			
1803010001301	in			
1803010003100	in			
1803010003200	in		willamette	
1803010003600	in			
18-03-02				
1803020000600	in			
18-03-11				
1803110000600	split	refer to description of UGB within I5 corridor	willamette	
1803110000700	split	refer to description of UGB within I5 corridor	willamette	
1803110001800	in			
18-03-12				
1803120000500	in			
ROW/other				
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		
17-02-36	in	UGB is the N edge of the Thurston Rd ROW		
I5 description		refer to methodology in adopted ordinance		

Attachment 6-11

EXHIBIT D-11

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. This is 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 best evidence that identifies the location of the UGB in the SE Hills is:
        i. The city attorney and city staff endorsed the location of the ridgeline separating the drainage basins, as proposed in Journal #2000-06-128, Dilbeck, and
        ii. The Springfield Planning Commission found the legal description contained in Journal #1998-11-256, Smejkal, accurately describes a portion of the UGB in the southeast hills.

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 Interstate 5 corridor is based on the policies contained in "Jurisdictional Responsibility" on Page II-D of the Metro Plan:

    "The division of responsibility for metropolitan planning between the two cities is the Interstate 5 Highway. Lane County jurisdiction is between the urban growth boundary (UGB) and *Metro Plan* Plan Boundary (Plan Boundary); and the county has joint responsibility with Eugene between the city limits and UGB west of the Interstate 5 Highway and with Springfield between the city limits and UGB east of the Interstate 5 Highway. State law (1981) provides a mechanism for creation of a new city in the River Road and Santa Clara area. Refer to Metro Plan Chapter IV and intergovernmental agreements to resolve specific issues of jurisdiction."

    a. **General description.** The northbound lane is inside the Springfield UGB. The southbound lane is outside the Springfield UGB. For the area underneath the Willamette River Bridge, the UGB and the city limits are coincident.
    b. **Northern terminus.** Extend the northern tax lot line of 1703150000100 to the west until it intersects the centerline of the Interstate 5 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 Interstate 5 centerline and the common section line of TRS 180311 and 180310. This point is approximately 275' south of the northbound Interstate 5 on-ramp.
    d. **Centerline.** For the purposes of the UGB location, the centerline is located within the area between the northbound and southbound travel lanes as they are currently located. A more precise location of the current centerline is included in the following metes and bounds description. If the travel lanes are shifted and

the metes and bounds description conflicts with the new travel lanes, the general description shall apply.

Beginning at the Northwest corner of the Ashley O. Stevens DLC no. 45 in Township 17 South, Range 3 West in the Willamette Meridian, thence South 83°17'27" East 1025.05 feet to the centerline of Pacific highway Interstate 5; thence North 6°38'21" East 1636.35 feet along said centerline to Engineers centerline station 402+01.88 being the **TRUE POINT OF BEGINNING** of the herein UGB line description; thence along the centerline of said Pacific Highway Interstate 5 the following courses: South 6°42'32" West 13,695.08 feet to Engineers centerline station 538+96.95 PS; thence along a spiral curve to the left (the long chord of which bears South 4°17'57" West 1213.40 feet) to Engineers centerline station 551+10.84 PT BK = 551+24.85 POT AH; thence South 1°53'22" West 3690.63 feet to Engineers centerline station 588+15.62 PS; thence along a spiral curve to the left (the long chord of which bears South 9°18'13" East 1505.42 feet) to Engineers centerline station 603+34.93 PT; thence South 20°29'48" East 15.13 feet to Engineers centerline station 603+34.93 POT BK = 202+88.88 POT AH; thence South 20°29'48" East 233.64 feet to Engineers centerline station 205+22.53 PS; thence along a spiral curve to the left (the long chord of which bears South 54°29'18" East 2982.07 feet) to Engineers centerline station 237+41.86 PT; thence South 88°28'48" East 738.65 feet to Engineers centerline station 244+80.54 PS; thence along a spiral curve to the right (the long chord of which bears South 47°03'03" East 2279.74 feet) to Engineers centerline station 266+63.16 PT; thence South 5°37'18" East 1049.33 feet to Engineers centerline station 277+12.49 PS; thence along a spiral curve to the left (the long chord of which bears South 9°31'54" East 1431.01 feet) to Engineers centerline station 287+45.82 PCS and there ending, all in Lane County, Oregon.

Basis of Bearings for this description is Oregon State Plane Coordinate System, South Zone, NAD 83/91 Datum.

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 technical supplement 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 northern edge of the Hayden Bridge right-of-way, unless it has been previously determined as a result of a land use decision or annexation. The location of 300' north of the right of way was chosen since it included most of the existing dwellings and was within the 200' area. In addition, the land use decisions indicated the UGB was not intended to follow the Hayden Bridge right of way.

    b. **High Banks Area Split Tax Lots**. The location of the UGB is either:
        - A fixed distance (450') that is measured from the northern edge of the High Banks right-of-way, or
        - Coincident with the city limits.

    c. **North 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**. The city limits extend outside the UGB on the tax lot that contains the Thurston Middle School. On that tax lot, the UGB is coincident with the section line.

    e. **Southeast 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. The letter from Steve Gordon, dated June 29, 1999, provides evidence of the intent to follow the ridgeline. Journal #1998-11-0256 is a land use decision that provided a legal description for a portion of this area.

    f. **Clearwater Area Split Tax Lots**: When the UGB does not follow tax lot lines in this area, its location is based on aerial photo interpretation and proximity to the Jasper Rd. right of way. This effort also included a site visit and discussions with the landowner of 5119 Jasper Rd.

    g. **Willamette Area Split Tax Lots**: Refer to the description of the UGB within the I5 corridor. The location is based on the policies contained in "Jurisdictional Responsibility" on Page II-D of the Metro Plan.

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May 31, 2011

Dear Council President and council members;

Thank you for considering these written remarks which I have submitted on behalf of the Home Builders Association of Lane County.

This testimony focuses on a single issue – whether "islands in the sky" should be included in the calculation of Springfield's residential lands inventory (RLI). These islands, or benches, in the Thurston Hills are parcels of land that have slopes of less than 25% but are surrounded by and can only be accessed by traversing slopes exceeding 25%. In most cases, as shown by the map entitled "Springfield Slope Overview," the slopes surrounding these islands actually exceed 35%. An identification of the tax lots and acreage of parcels surrounded by slopes exceeding 25% is provided in the attached document of that title. The total acres of these islands with plan designations of Low Density Residential is 202 acres. These acres have been erroneously included in the calculation of the available land supply.

Under the Land Conservation and Development Department's Interpretation of Goal 10 Housing, the definition of Buildable Land is: "residentially designated land within the urban growth boundary... that is suitable, available and necessary for *residential uses* (emphasis added)". The rule goes on to say that land is generally considered "suitable and available" unless it "(a) Is severely constrained by natural hazards as determined under statewide Planning Goal 7" and "(c) has slopes of 25 percent or greater." The streets that must be constructed on the slopes exceeding 25% , and more typically exceeding 35%, to access the islands or benches, qualify as residential purposes under the rule. The excessively steep slopes are not suitable for the construction of residential streets for two reasons: (1) The soil contains a clay component that is subject to slippage; and (2) the slopes prevent access by fire equipment.

The map entitled "Springfield Soils With Clay Components (NRCS Websoil Survey 2011)" demonstrates the silty clay loam surrounding the islands in the Thurston Hills. This is the same type of soil that resulted in the slippage of the street serving as the east entrance to Mountaingate Subdivision in the Thurston Hills that caused damage to homes on the downward slope on 67th Street.

Date Received: 5-31-11
Planner: LP

That specific incident was noted in the Eugene / Springfield Multi-Jurisdictional Natural Hazards Mitigation Plan of October, 2009 (attached and which was adopted by the Springfield and Eugene city councils by resolution, which are also attached). This document meets the State Goal 7, Section A (1) and (2). Both by map and text, the Thurston Hills of Springfield are identified as Debris Flow Hazard Areas of Springfield (pages LA-5 through LA-10). That document contains the following cautions about construction on these soils of the Thurston Hills:

> "Allowing development on or adjacent to existing landslides or known landslide-prone areas raises the risk of future slides regardless of excavation and drainage practices. Homeowners and developers should understand that in many potential landslide settings there are no development practices that can completely assure slope stability from future slide events."

The area in the southwest hills of Springfield known as Willamette Heights is also identified as a hazardous area for the same reason as the Thurston Hills and the undeveloped acreage in that area should also be deducted from the land supply.

In addition, streets that can serve cars may not provide access for fire equipment. There are two issues concerning fire equipment – the steepness of the slopes and the presumed long runs without turn around areas(see attached letter from Tom Poage Engineering, dated May 31, 2011). The inability of the fire department to access an area will result in the denial of the development application.

In summary, the islands of land accessible only by the construction of roads on slopes exceeding 25% should not have been included in the Springfield residential land supply. Removal of these acres results in a deficient supply of residential land.

Sincerely,

Roxie Cuellar

Roxie Cuellar, Consultant

PAULY Linda

From: Bill Kloos [billkloos@landuseoregon.com]
Sent: Tuesday, May 31, 2011 4:58 PM
To: PAULY Linda; William Van Vactor (BVV@emeraldlaw.com); Mary Bridget Smith
Cc: Roxie Cuellar (racuellar@charter.net); Bill Kloos; Mia Nelson (mia@friends.org); Ed McMahon at HBA (ed@hbalanecounty.org); Doug Schwin (dschwin@poage.net); POAGE Tom (SMTP)
Subject: Home Builders HB 3337 Submittal
Attachments: Lttr from Poage PE re Slopes 5.31.2011.pdf

Linda, et al:

Attached is a letter of today's date from Poage Engineering, which the HBA would like entered in the record, along with the other materials that Roxie Cuellar is delivering to the city.

Bill Kloos
Law Office of Bill Kloos, PC
375 W. 4th Avenue, Suite 204
Eugene, OR 97401
Phone: (541) 343-8596
Fax: (541) 343-8702
e-mail: billkloos@landuseoregon.com
Web www.LandUseOregon.com

Date Received: 5-31-11
Planner: LP

May 31, 2011

Bill Kloos
Law Office of Bill Kloos, PC
375 W. 4th Avenue, Suite 204
Eugene, OR 97401

Dear Mr. Kloos:

At your request we have conducted a general analysis of the development potential for land shown on the attached "Springfield Slope Overview" map as "Slopes <25% Which Are Surrounded by Slopes >=25%". These are lands which meet City of Springfield's slope criteria for developable lands but which must be accessed by crossing lands that contain slopes in excess of 25%. According to the map, most of the areas that must be traversed are actually 35% or more.

In our brief analysis, it appears that most of the areas in question contain silty clay loam type soils with typical depths to bedrock of 20-40 inches (according to the Soils Survey of Lane County). There are also concerns related to potential slope instability and ground movement which would need to be explored in detail on a case by case basis.

For the "<25%" lands to be developed, they must be accessed by public streets meeting the development code and public works design standards. These standards include:

- Minimum curb to curb width of 28' or minimum width of 20' with 8' wide parking bays.
- Maximum slope of 15% with the exception that slopes of up to 18% may be allowed for a distance not to exceed 200'.
- Maximum slope at driveways and intersections of 12%.
- Maximum block length of 600' or, where conditions preclude street connections, as close to 600' as possible.

In our brief analysis, a number of issues were noted which would make it extremely difficult if not impossible to construct public streets to access the "<25%" lands. These issues include:

1) The attached map indicates that the majority of the "<25%" lands are linear strips of flatter ground bounded on each side by slopes of 25%-35% or more. These steep slopes would restrict the ability to provide street inter-connectivity resulting in long, linear developments with very few, if any, cross-connections. It should also be noted that even the "flatter" lands often contain slopes of 20%-25%. Any cross street would have to be constructed perpendicular to the slope at a maximum intersection grade of 12% which would result in massive cuts and fills making the cross-connecting streets impractical. The lack of possible street connections and resulting excessive block lengths would be contrary to the City's block length standards.

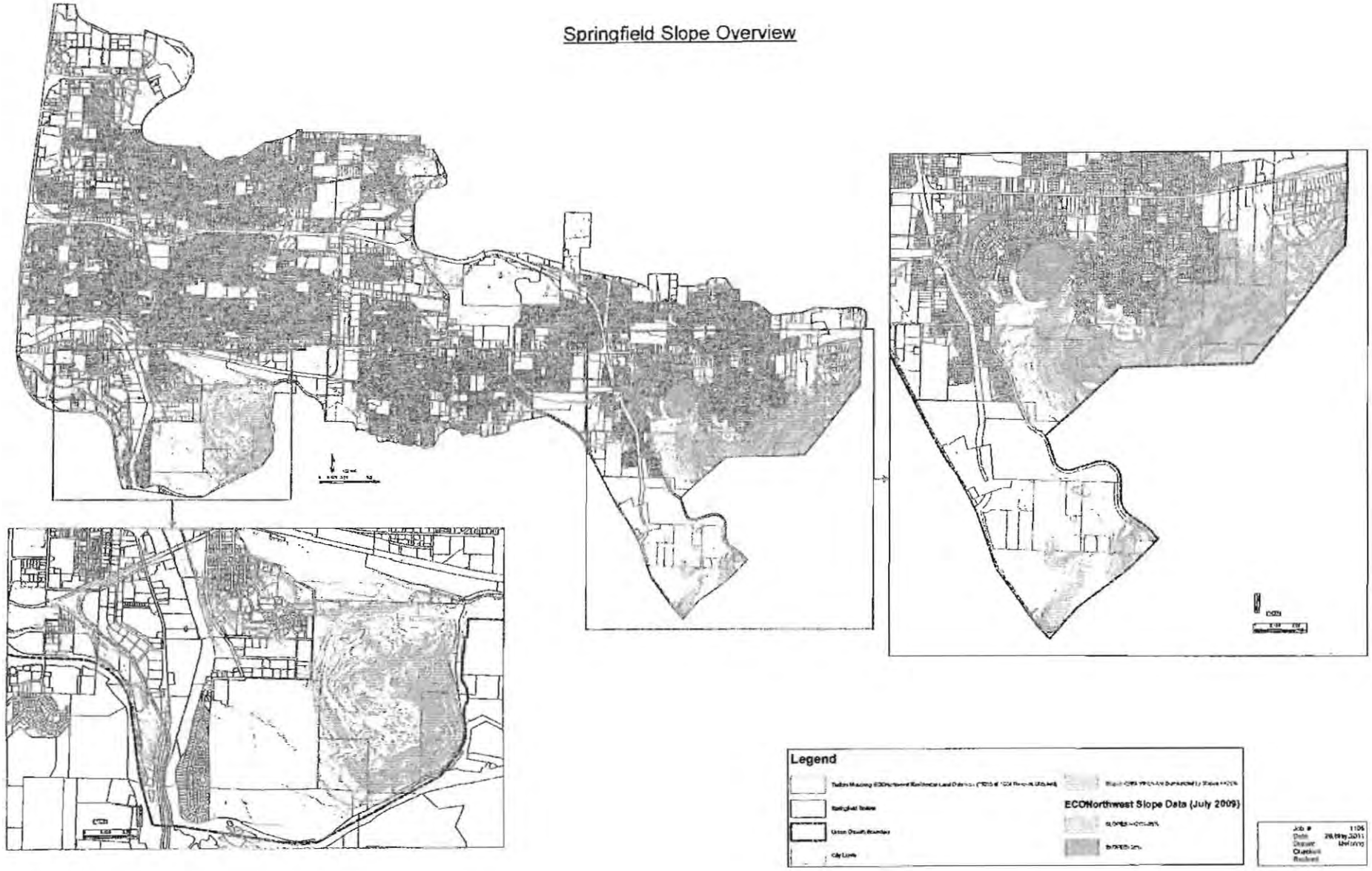
2) To provide access to the areas with slopes of <25%, a roadway that would cross over the steeper 25%-35% slopes would be required. With only a 15% maximum road grade allowed for street construction, the only possible method of road design would be to contour across the area of steep grade. By constructing the road generally on the contours with an increase of elevation within the 15% maximum grade limit, the road could reach the higher elevations. However, given that the steeper slopes are typically long and linear ridges, the contouring street would need to extend in the same direction along the ridge for a relatively long distance to reach the flatter, developable ground. In most cases, this would result in a street that crosses one or more property lines before the developable land is reached meaning that multiple owners would need to participate in the development or all of the properties would need to be under common ownership before the construction could be completed. Constructing a switchback up the slope would not be possible because of the excessive cuts and fills that would be required to construct the switchback into the slope.

3) The cuts and fills required to construct streets across the steeper slopes would result in excessive impacts on the slopes and surrounding environment. The minimum allowable street widths vary from 20'-28'. It would also be necessary to provide a curbside sidewalk on at least one side to provide access for pedestrians and an accessible area outside of the roadway for the placement of utilities. Across a 35% slope, the construction of a street, sidewalk, and required 2:1 cut and fill slopes would require a total footprint width of 100' or more. In addition, the sidehill construction would result in cuts on the uphill side of as much as 5-6 feet or more which would require cuts into the bedrock in many locations. Utility trenching would also likely require cuts into the bedrock. This would greatly increase the costs of construction and make it unlikely that it would be economically feasible to construct the road for the few buildable sites that could be accessed.

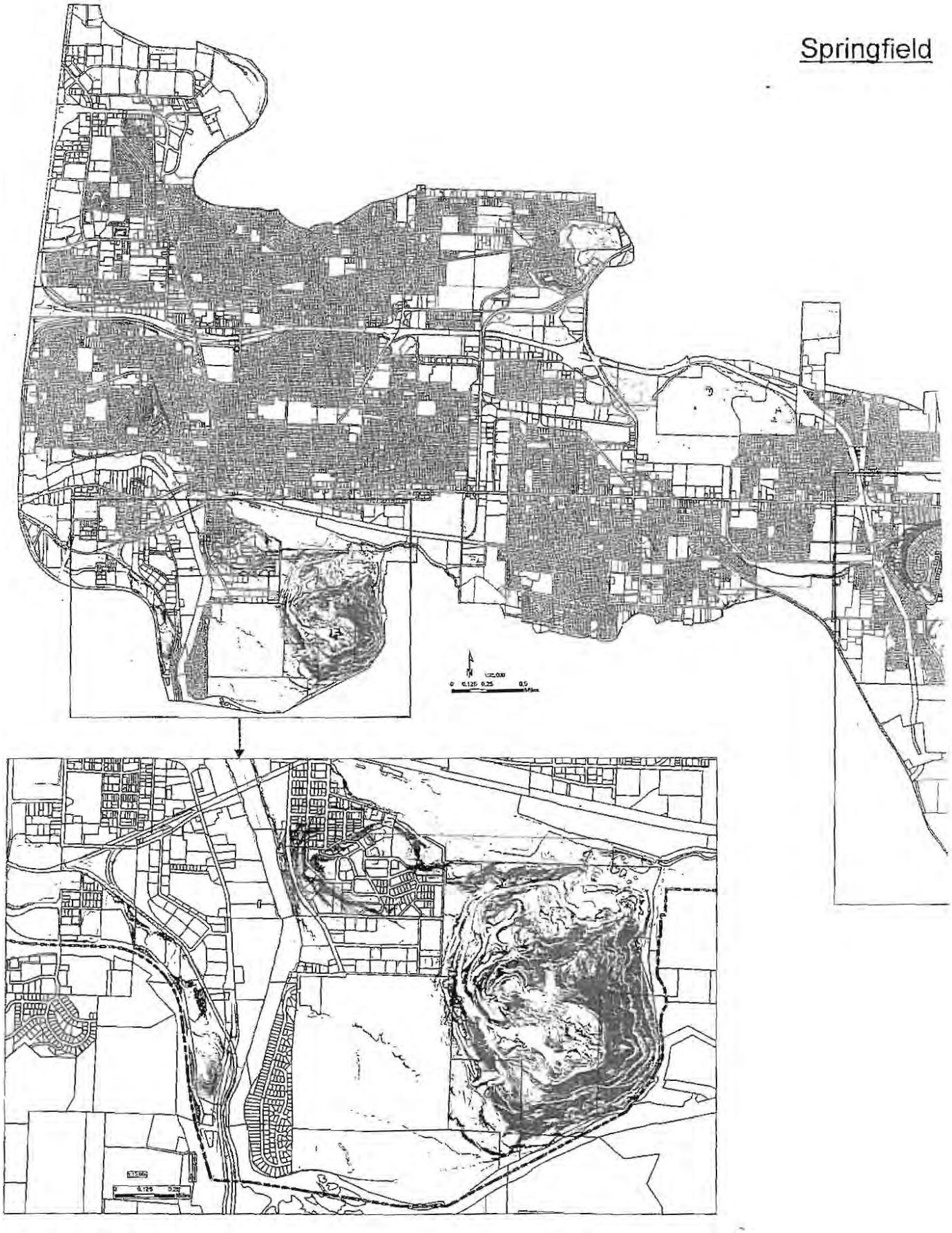
Sincerely,

Douglas P. Schwin, PE

Springfield Slope Overview



Springfield



pe Overview

Legend

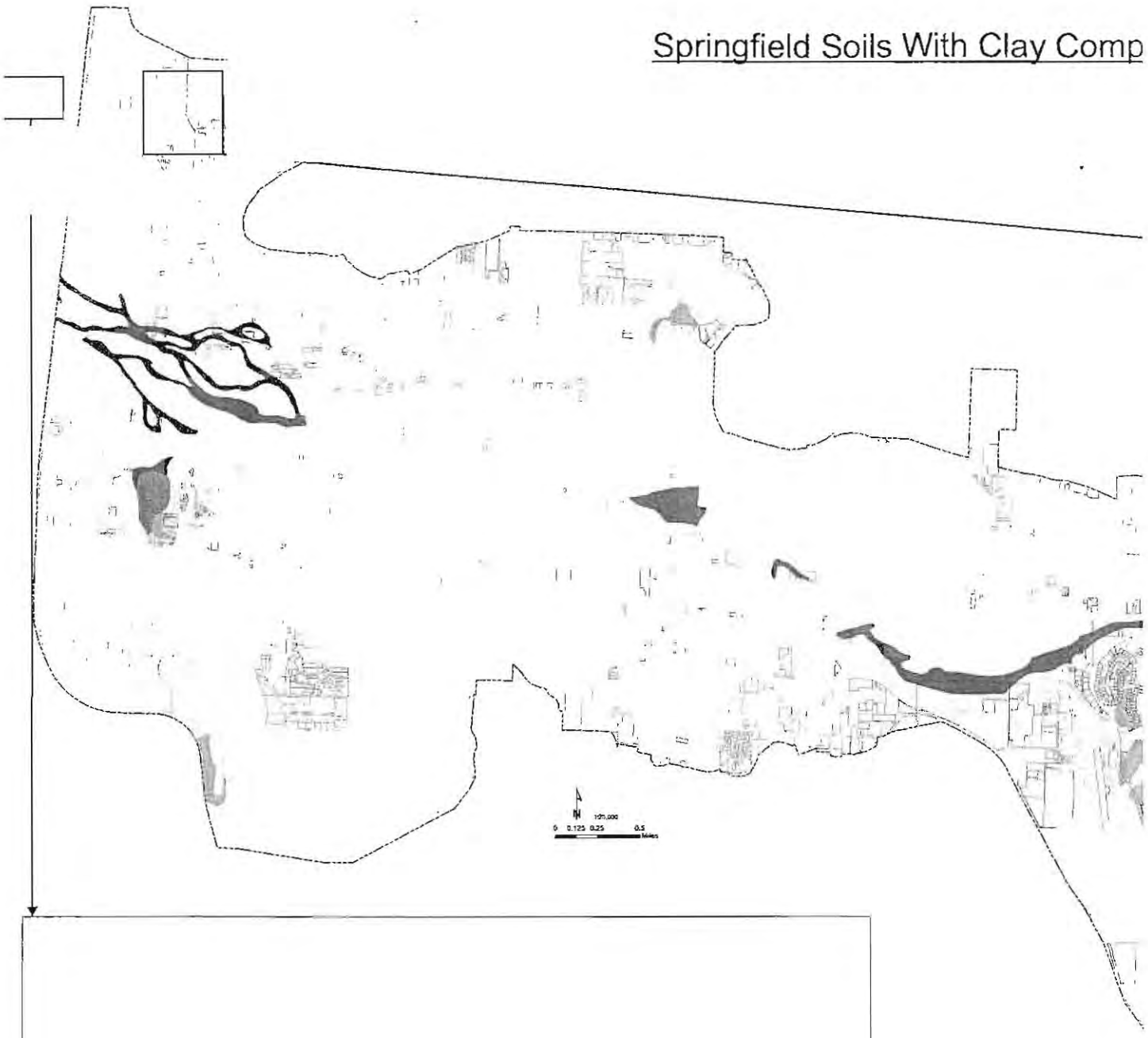
- Taxlots Matching ECONorthwest Residential Land Database (1015 of 1094 Records Matched)
- Springfield Taxlots
- Urban Growth Boundary
- City Limits
- Slopes <25% Which Are Surrounded by Slopes >=25%

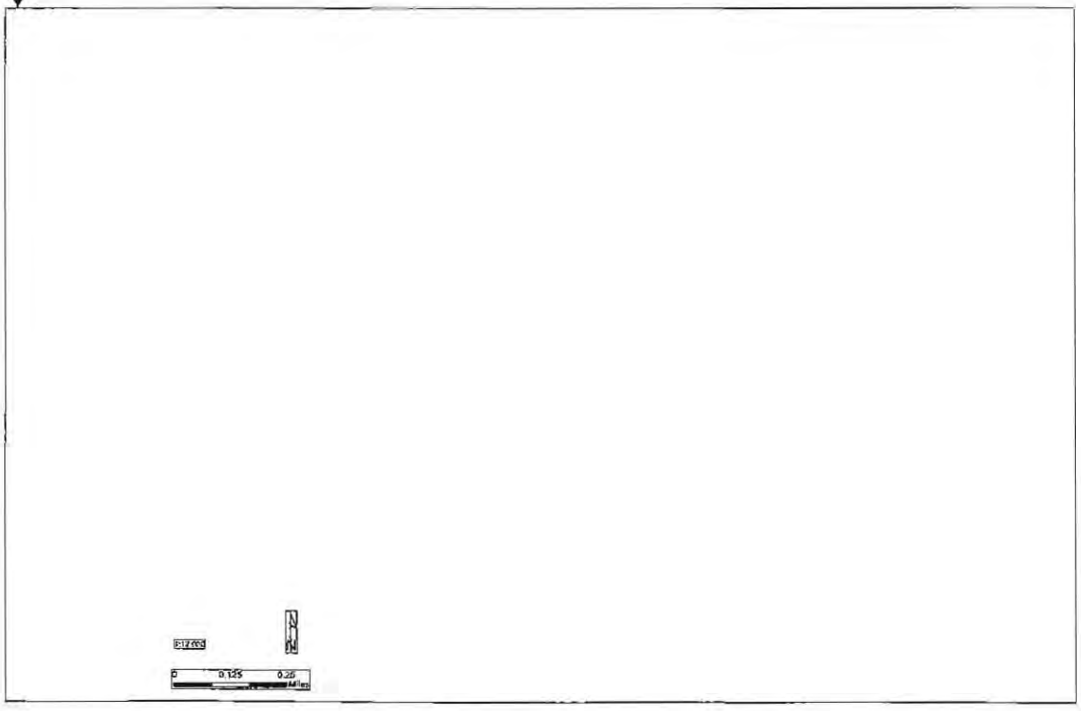
ECONorthwest Slope Data (July 2009)

- SLOPES >=25%-35%
- SLOPES>35%

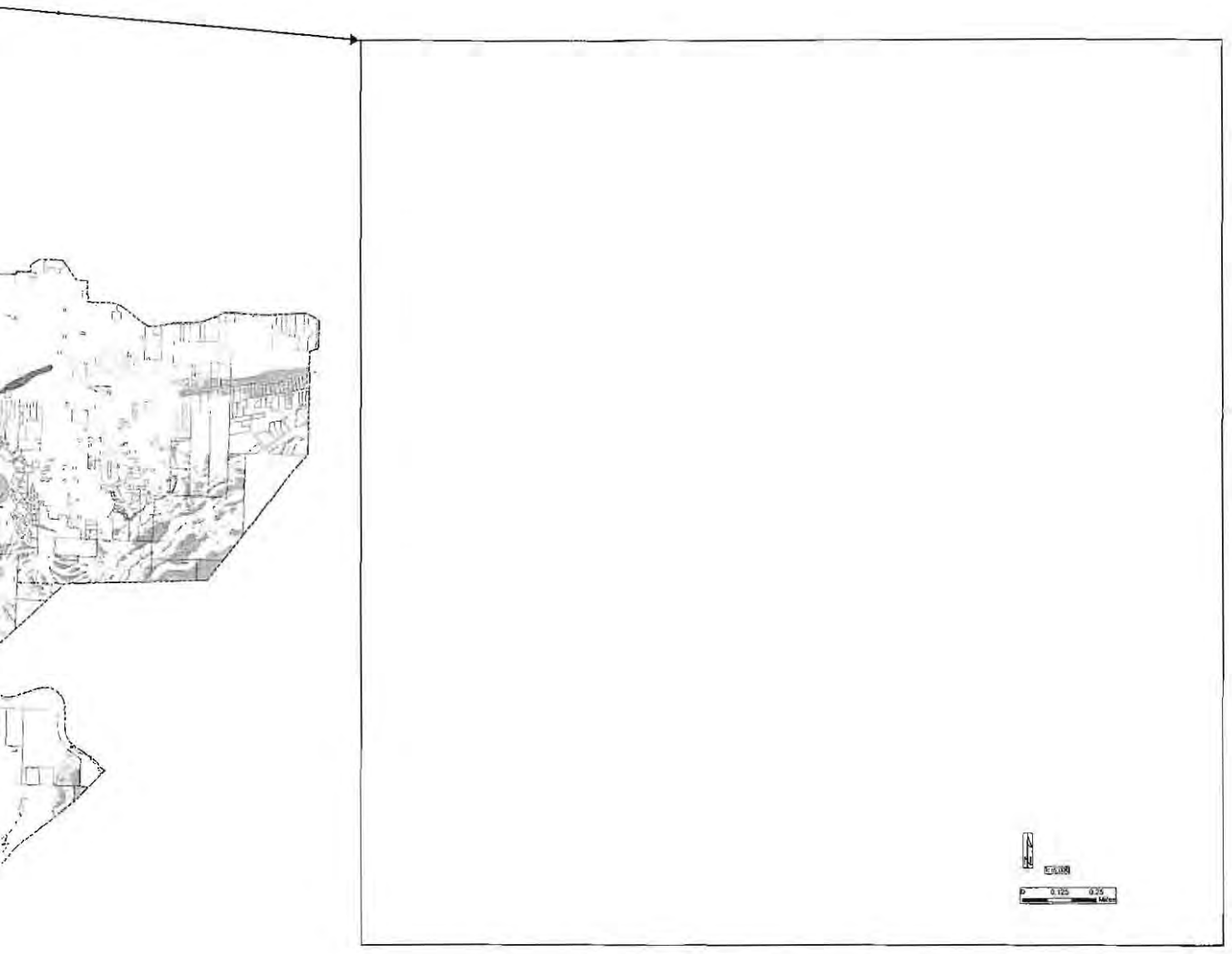
Job #	1105
Date:	26.May.2011
Drawn:	Mehrens
Checked:	
Revised:	

Springfield Soils With Clay Comp





ents (NRCS WebsoilSurvey 2011)



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Urban Growth Boundary

Taxlots Matching ECONorthwest Residential Land Database (1015 of 1084 Records Matched)

City Limits

Springfield Taxlots

Slopes <25% Which Are Surrounded by Slopes >=25%

Silty clay loam

Bashaw clay

Clay loam

Dayton silt loam, clay substratum

Marcola cobbly silty clay loam

Silty clay

Cobbly Silty Clay

Job #	1105
Date:	26.May.2011
Drawn:	Mersring
Checked:	
Revised:	

MTLOTC_SS	acres
1802020000100	46.0274
1802020000401	30.9921
1802150000100	16.2141
1802030000600	14.7044
1802020000300	12.7341
1802030007000	11.8060
1802020000200	7.7950
1702350003605	5.1754
1802031000100	4.6618
1702350003604	4.4671
1802100001104	4.0801
1802020000500	4.0525
1702363003400	3.2261
1802020000400	3.1777
1802030001000	3.0224
1802110001600	2.6326
1702350003701	2.5921
1802021205400	2.2696
1802020000600	2.0385
1802022401501	1.2806
1702363003300	1.2681
1802022401201	1.1295
1802031403100	1.0714
1702300000601	0.9481
1803022101801	0.8880
1802020000402	0.8858
1802022401800	0.8418
1802040000313	0.6086
1802021205202	0.5722
1803022101600	0.5211
1802022401900	0.4761
1802022401600	0.4745
1802100001001	0.3818
1802022402500	0.3694
1802022402400	0.3311
1802032207300	0.3070
1802022601100	0.2883
1802032207400	0.2853
1702344302900	0.2824
1702344303400	0.2752
1802022301000	0.2333
1702363004702	0.2310
1802032207700	0.1936
1802050000300	0.1704
1702363003000	0.1664
1702363004201	0.1646
1802021205203	0.1645
1802032207800	0.1558
1803022101400	0.1547
1802031006300	0.1522
1802031108000	0.1418

Table represents a summary of the acreage within taxlots which has a slope of <25% and is surrounded by slopes >=25%.
This data is based on slope and taxlot data obtained through the City of Springfield
Due to the change in taxlot numbering since the production of the original data, only 1015 of the original 1084 taxlots could be matched. Therefore, this table may only represent a subset of potential land encumbered by slopes.

MTLOTC_SS	acres
1702344303300	0.1390
1802022402900	0.1383
1802041108200	0.1365
1702344303000	0.1332
1802031000300	0.1254
1803022401400	0.1251
1802031001700	0.1214
1802022109000	0.1141
1702350003703	0.1112
1702363003200	0.1084
1803021201800	0.1076
1702344303100	0.1036
1802031001300	0.1000
1802022402000	0.0992
1802100001000	0.0953
1702363004700	0.0943
1702363000100	0.0924
1803022102300	0.0862
1802032207900	0.0849
1803022102400	0.0836
1802050000302	0.0834
1802031003300	0.0806
1802031004600	0.0787
1802031001400	0.0760
1802031002500	0.0752
1802022401700	0.0723
1802031003700	0.0696
1702194100800	0.0695
1802051209200	0.0695
1802041100116	0.0618
1702353402900	0.0614
1802031001800	0.0561
1802041108300	0.0551
1802022601300	0.0549
1802031001600	0.0511
1802022108700	0.0479
1802022402100	0.0462
1802100001105	0.0451
1802031000600	0.0440
1802031001200	0.0408
1802031002800	0.0402
1802041108600	0.0393
1702353403200	0.0389
1803022100200	0.0356
1802031003100	0.0351
1802031002600	0.0343
1702343408900	0.0335
1803021202000	0.0315
1802041100117	0.0308
1703341409508	0.0306
1703341106204	0.0288
1803021205300	0.0268

MTLOTC_SS	acres
1802031006400	0.0255
1802031002900	0.0240
1703341407902	0.0235
1702194100902	0.0215
1803021204100	0.0207
1702363000200	0.0198
1802150000200	0.0195
1702344304100	0.0186
1702344303700	0.0176
1802031006500	0.0175
1702344301400	0.0172
1802032207600	0.0172
1702343301201	0.0156
1802032207500	0.0154
1702344301500	0.0153
1702344301900	0.0148
1702344301300	0.0144
1703341106611	0.0144
1802041108400	0.0139
1702200000500	0.0137
1703341106610	0.0135
1703341300100	0.0128
1802031006600	0.0123
1703341409601	0.0120
1702194100901	0.0120
1802051303000	0.0117
1703341106303	0.0110
1702344302100	0.0109
1802031004200	0.0106
1702344301700	0.0105
1702344303800	0.0105
1802031003500	0.0103
1802031003000	0.0101
1803021204000	0.0100
1702300000802	0.0098
1703341106609	0.0093
1702300000600	0.0089
1703341106201	0.0086
1802031003400	0.0083
1702343404400	0.0071
1703341216400	0.0069
1703341409510	0.0061
1802031402000	0.0058
1802031004100	0.0056
1702363004703	0.0054
1802051209100	0.0053
1803021204500	0.0049
1803021205200	0.0040
1702343405000	0.0039
1802052108100	0.0035
1803022400900	0.0031
1703353402400	0.0024

MTLOTC_SS	acres
1702334401614	0.0020
1802100001103	0.0019
1702344301800	0.0018
1702323406300	0.0016
1802052108201	0.0015
1703341404800	0.0015

201.5647 TOTAL ACRES

Weblink to Multi Jurisdictional Natural Hazards Mitigation Plan

Emailed by Bill Kloos on May 31, 2011

Hard copy submitted into the record by Roxie Cuellar for Lane County Homebuilders Association

The Eugene Springfield Multi Jurisdictional Natural Hazards Mitigation Plan, which was adopted by each city by resolution in late 2009.

It identifies the SE hills area and the Willamette Heights area as hazardous. Roxie's letter suggests that Goal 7 requires these areas to be inventoried at Goal 7 land and taken out of the inventory.

The location of the documents online is:

http://www.eugene-or.gov/portal/server.pt/gateway/PTARGS_0_2_355923_0_0_18/NHMP09.pdf

The above includes the Eugene Resolution adopting same.

The Springfield Resolution adopting same is here:

http://www.ci.springfield.or.us/weblink7/PDF/45b3id55hp0jlz55izotpuy2/1/Resolution%2009-50%2011162009.pdf

Bill Kloos

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Eugene, OR 97401

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Fax: (541) 343-8702

e-mail: billkloos@landuseoregon.com

Web www.LandUseOregon.com

BEFORE THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY OREGON

ORDINANCE NO. PA 1274 In The Matter Of Amending The *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* To Adopt The *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* And To Establish A Separate Springfield Urban Growth Boundary (UGB) Pursuant To ORS 197.304; And Adopting Savings And Severability Clauses. (File No. PA 09-6018) (Springfield, Lane County)

WHEREAS, in 2007 the Oregon Legislature passed and the Governor signed into law Chapter 650, Oregon Laws 2007, codified as ORS 197.304 and commonly known as "House Bill 3337"; and

WHEREAS, Chapter IV of the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* sets forth procedures for amendment of the *Metro Plan* and adoption or amendment of refinement plans, which for Lane County, are implemented by provisions of Lane Code Chapter 12; and

WHEREAS, the Springfield and Lane County Planning Commissions conducted a joint public hearing on the Draft *Springfield 2030 Refinement Plan* including the draft *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map on February 17, 2010, and continued on March 16, 2010; and

WHEREAS, following the joint public hearing with the Springfield Planning Commission, the Lane County Planning Commission and Springfield Planning Commission, on May 4, 2010, voted to recommend approval of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*, which incorporated the *Springfield Residential Land & Housing Needs Analysis*, as well as a parcel specific separate urban growth boundary around the City of Springfield, based on all of the evidence and testimony in the record at that time; and

WHEREAS, the Board of Commissioners held a first reading of Ordinance No. PA 1274 on March 16, 2011; and

WHEREAS, on April 4, 2011, a joint public hearing was held before the Lane County Board of Commissioners and Springfield City Council on the proposed separate Springfield Urban Growth Boundary, the *Springfield Residential Land and Housing Needs Analysis, January 2011* and the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*; and the Development Services staff report, the oral testimony, letters and emails received, written submittals of the persons testifying at the hearing, and the public records for file # LRP 00014 (*Springfield 2030 Refinement Plan*), file # LRP 2007-00030 (*Springfield Residential Land Study*), file # LRP 2009-00012 (*Springfield 2030 Refinement Plan* Diagram) and the *Springfield Urban Growth Boundary Technical Supplement* have been considered and are hereby incorporated into the record for this proceeding; and

WHEREAS, on May 16, 2011, the Springfield City Council and Lane County Board of Commissioners concluded the public hearing and left the record open through May 31, 2011. The City Council and Lane County Board of Commissioners are asked to review the proposed policies to address Springfield's housing needs and to 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; and

WHEREAS, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, Lane Code and applicable state and local law.

NOW, THEREFORE, the Board of Commissioners of Lane County Ordains as follows:

Section 1: The proposed amendments to the *Eugene-Springfield Metropolitan Area General Plan* (*Metro Plan*) to adopt the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* and the *Springfield Residential Land and Housing Needs Analysis*, ~~February 2011~~June 2, 2011, attached as Exhibits A and B and incorporated here by this reference, are adopted pursuant to ORS 197.304 as refinements to the *Metro Plan*.

Section 2: The proposed amendment to the *Metro Plan* Diagram is hereby adopted to establish a separate Springfield Urban Growth Boundary pursuant to ORS 197.304 and in accordance with OAR 660-024-0020(2) as depicted and described in the attached Exhibit C, D and E, incorporated here by this reference.

Section 3: The prior versions of the *Metro Plan* and its diagram superseded or replaced by this Ordinance shall remain in full force and effect to authorize prosecution of persons in violation thereof prior to the effective date of this Ordinance.

Section 4: If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion constitutes a separate, distinct and independent provision and such holding does not affect the validity of the remaining portions thereof.

Although not a part of this ordinance, the findings and conclusions attached as Exhibit F and incorporated here by this reference are adopted in support of this action.

ENACTED this _____ day of _____, 2011.

_____
Faye Stewart,Chair
Lane County Board of County Commissioners

_____
Melissa Zimmer, Recording Secretary

APPROVED AS TO FORM

Date _____ Lane County

_____
OFFICE OF LEGAL COUNSEL

BEFORE THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY OREGON

ORDINANCE NO. PA 1274 In The Matter Of Amending The *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* To Adopt The *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* And To Establish A Separate Springfield Urban Growth Boundary (UGB) Pursuant To ORS 197.304; And Adopting Savings And Severability Clauses. (File No. PA 09-6018) (Springfield, Lane County)

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ENACTED this _____ day of _____, 2011.

_____
Faye Stewart,Chair
Lane County Board of County Commissioners

_____
Melissa Zimmer, Recording Secretary

APPROVED AS TO FORM

Date _____ Lane County

_____
OFFICE OF LEGAL COUNSEL