

G. Metro Plan Diagram

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

Projections indicate a population of approximately ~~286,000~~^{293,700} is expected to ~~will reside and work~~ in the metropolitan area around the year 2015~~90~~. The allocation of living, working, and recreational areas and supporting public facilities shown on the *Metro Plan* Diagram in this section and on the Public Facilities Maps in Appendix A ~~in this section~~ generally responds to that projection. The *Metro Plan* Diagram represents the land use needs and supporting facilities necessary to serve a certain number of people rather than a point in time. The process used to allocate land uses ~~in~~ on the *Metro Plan* Diagram, fully documented in the *Technical Supplement*, can be repeated for any population.

Finally, the *Metro Plan* Diagram is drawn at a metropolitan scale, necessitating supplementary planning on a local level. The original *Metro Plan* Diagram adopted in the 1982 *Metro Plan* and subsequently amended was not tax lot-specific, although e~~Exception areas were~~^{are} site specific, with exact designation boundaries shown in supporting working papers. The use of the Lane County Geographic Information System (GIS) RLID data for long-range planning studies led to the decision to develop and adopt a tax lot specific *Metro Plan* Diagram in 2003. The *Metro Plan* Diagram and text provide the overall framework within which more detailed planning occurs on the local level. When local plans include densities or land use allocations significant on a metropolitan scale, their adoption requires analysis of metropolitan implications, followed by amendments to the *Metro Plan*, when necessary. Standards for identifying factors of metropolitan significance need to be defined and agreed to by Springfield, Lane County, and Eugene.

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

Major Influences

The *Metro Plan* Diagram reflects the influence of many sources. Particularly noteworthy are the following:

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

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

Land Use Designations

Land use designations shown on the *Metro Plan* Diagram are depicted at a metropolitan scale. Used with the text and local plans and policies, they provide direction for decisions pertaining to appropriate reuse (redevelopment), urbanization of vacant parcels, and additional use of underdeveloped parcels. Since its initial adoption in 1982, the Metro Plan Diagram designations have been transitioning to a parcel-specific diagram. As part of this transition, the boundaries of Plan designation areas in the metropolitan UGB are determined on a case-by-case basis, where no parcel-specific designation has been adopted. They are not intended to invalidate local zoning or land uses which are not sufficiently intensive or large enough to be included on the Metro Plan Diagram. They are based on local plans and policies.

Because of their special nature or limited extent, certain land uses are not individually of metropolitan-wide significance in terms of size or location because of their special nature or limited extent. Therefore, it is not advisable to account for most of them on the Metro Plan Diagram. The Diagram's depiction of land use designations is not intended to invalidate local zoning or land uses which are not sufficiently intensive or large enough to be included on the Metro Plan Diagram.

The Plan designation of parcels in the Metro Plan Diagram is parcel-specific in the following cases:

1. Parcels shown on the Metro Plan Diagram within a clearly identified Plan designation, i.e., parcels that do not border more than one Plan designation;
2. Lands outside the UGB within the Metro Plan boundary;
3. Parcels with parcel-specific designations adopted through the citizen-initiated Plan amendment process;
4. Parcels shown on a parcel-specific refinement plan map that has been adopted as an amendment to the Metro Plan Diagram.

There is a need for continued evaluation and evolution to a parcel-specific diagram. The Metro Plan designation descriptions below, Metro Plan policies, adopted buildable lands inventory

analyses, refinement plans, and local codes provide guidance to local jurisdictions in determining the appropriate Plan designation of parcels that border more than one Plan designation within the metropolitan UGB.

~~The standards land use designations below are intended to provide minimum guidelines to local jurisdictions in determining appropriate new and expanded sites and locations for such uses in urban areas.~~

Residential

This category is expressed in gross acre density ranges. Using gross acres, approximately 32 percent of the area is available for auxiliary uses, such as streets, elementary and junior high schools, neighborhood parks, other public facilities, neighborhood commercial services, and churches not actually shown on the *Metro Plan* Diagram. Such auxiliary uses shall be allowed within residential designations if compatible with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods. The division into low, medium, and high densities is consistent with that depicted on the *Metro Plan* Diagram. In other words:

- Low density residential—Through 10 units per gross acre
- Medium density residential—Over 10 through 20 units per gross acre
- High density residential—Over 20 units per gross acre

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

While all medium and high density allocations shown on the *Metro Plan* Diagram may not be needed during the planning period, their protection for these uses is important because available sites meeting pertinent location standards are limited.

As of January 1, 1977, density of all existing residential development within the *1990 Plan* projected urban service area was about 3.64 dwelling units per gross acre. For new dwelling units constructed during 1986 to 1994, the net density was 7.05 dwelling units per acre in the UGB based on the ~~Lane County Geographic Information System (GIS)~~RLID data. The estimated overall residential net density for all residential development has climbed from 5.69 dwelling units per are in 1986 to 5.81 dwelling units per acre in 1994. This *Metro Plan*, including the *Metro Plan* Diagram, calls for an overall average of about six dwelling units per gross acre for new construction through 2015, the planning period. By realizing this goal, the community will benefit from more efficient energy use; preservation of the maximum amount of productive agricultural land; use of vacant leftover parcels where utilities are already in place; and more efficient, less costly provision of utilities and services to new areas. This higher overall average density can only be achieved if the cities explore, and when feasible, in light of housing costs and needs, adopt new procedures and standards including those needed to implement the policies in the Residential Land Use and Housing Element.

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

Commercial

This designation on the *Metro Plan* Diagram includes only the first ~~three~~ two categories:

Major Retail Centers

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

Community Commercial Centers

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

Existing Strip Commercial

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

Neighborhood Commercial Facilities (not shown on *Metro Plan* Diagram)

Oriented to the day-to-day needs of the neighborhood served, these facilities are usually centered on a supermarket as the principal tenant. They are also characterized by convenience goods outlets (small grocery, variety, and hardware stores); personal services (medical and dental offices, barber shops); laundromats; dry cleaners (not plants); and taverns and small restaurants. The determination of the appropriateness of specific sites and uses or additional standards is left to the local jurisdiction. Minimum location standards and site criteria include:

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

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

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

Strip or Street-Oriented Commercial Facilities

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

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

1. Landscape perimeters, especially when adjacent to residential properties.
2. Direct lights and signs away from residential areas.

3. Control and consolidate points of access and off-street parking to minimize safety hazards and congestion in connection with adjacent streets.

Industrial

This designation includes the following, only the first four being shown on the *Metro Plan* Diagram:

Heavy Industrial

This designation generally accommodates industries that process large volumes of raw materials into refined products and/or that have significant external impacts. Examples of heavy industry include: lumber and wood products manufacturing; paper, chemicals and primary metal manufacturing; large-scale storage of hazardous materials; power plants; and railroad yards. Such industries often are energy-intensive, and resource-intensive. Heavy industrial transportation needs often include truck and rail. This designation may also accommodate light and medium industrial uses and supporting offices, local regulations permitting.

Light Medium Industrial

This designation accommodates a variety of industries, including those involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impact from these uses is generally less than Heavy Industrial, and transportation needs are often met by truck. Activities are generally located indoors, although there may be some outdoor storage. This designation may also accommodate supporting offices and light industrial uses, local regulations permitting.

Campus Industrial

The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution, and vibration, on other users and on surrounding areas. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be made for small- and medium-scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis.

Conceptual development planning, performance standards, or site review processes shall be applied to ensure adequate circulation, functional coordination among uses on each site, a high quality environmental setting, and compatibility with adjacent areas. A 50-acre minimum lot size shall be applied to ownerships of 50 or more acres to protect undeveloped sites from piecemeal development until a site development plan has been approved by the responsible city.

Special Heavy Industrial

These areas are designated to accommodate relocation of existing heavy industrial uses inside the urban growth boundary (UGB) that do not have sufficient room for expansion and to accommodate a limited range of other heavy industries in order to broaden the manufacturing base of the metropolitan economy and to take advantage of the natural resources of this region.

These areas are also designated to ~~also~~ accommodate new uses likely to benefit from local advantage for processing, preparing, and storing raw materials, such as timber, agriculture, aggregate, or by-products or waste products from other manufacturing processes.

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

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

This designation accommodates industrial developments that need large parcels, particularly those with rail access. Although a primary purpose of this designation is to provide sites for heavy industries, any industry which meets the applicable siting criteria may make use of this designation.

Two areas are designated Special Heavy Industrial. Listed below are the names of the two areas and applicable land division standards, use limitations, and annexation and servicing provisions.

Natron Site (~~South-south~~ of Springfield)

~~Sanitary sewer~~ Wastewater service is not available to this area in the short-term; therefore, industrial firms may be allowed to provide self-contained sewage disposal facilities subject to local, state, and federal environmental standards. Annexation to the city shall be required as a condition of development approval. Land divisions in this area shall be a minimum of 40 acres until annexation to Springfield has been assured. While industrial park development will be encouraged on this site, opportunity for the siting of industries that require large lots, such as 20 acres or more, will be reserved through the conceptual development planning and site review process.

North of Awbrey Lane (north of Eugene)

The minimum level of key urban facilities and services is available or can be readily available to this area. Annexation shall be assured prior to development. Lane County and the City of Eugene shall cooperate to apply the appropriate industrial zoning specifying the minimum parcel size and setting forth performance standards.

This site was added to the industrial land inventory to provide a large (200+ acre) site for a special heavy industrial park. The minimum parcel size for lots in the industrial park shall be 40 acres. Prior to subdivision, it shall be demonstrated that the comprehensive development plan ensures compatibility among planned uses within the park as well as with adjacent properties and that access to both the ~~Southern~~Union Pacific and Burlington Northern railroads has been extended into the area or that a surety sufficient to secure such extension has been posted with the city.

The comprehensive development plan shall include the layout of lots, railroad right-of-way, streets, utilities and performance and site development standards. It shall also consider the provisions of a “public team track.” The comprehensive development plan shall be designed to protect and enhance the site for special heavy industrial users requiring a campus-like setting and rail access. Uses in this area shall be limited to industries which are rail dependent or require a minimum site of 100 acres.

Small-Scale Light Industry (not shown on *Metro Plan* Diagram)

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

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

Nodal Development Area (Node)

Areas identified as nodal development areas in *TransPlan* are considered to have potential for this type of land use pattern. Other areas, not proposed for nodal development in *TransPlan*, may be determined to have potential for nodal development.

Nodal development is a mixed-use pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.

Fundamental characteristics of nodal development require:

- Design elements that support pedestrian environments and encourage transit use, walking and bicycling;
- A transit stop which is within walking distance (generally ¼ mile) of anywhere in the node;
- Mixed uses so that services are available within walking distance;
- Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and
- A mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.

Willamette River Greenway

The Willamette River Greenway Boundary is shown on the Metro Plan Diagram as an overlay. Refer to Chapter III-D for information, findings, and policies related to the Greenway.

Public and Semi-Public

This designation contains three categories:

Government (includes major office complexes and facilities and lodges)

Education (includes high schools and colleges)

Parks and Open Space

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

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

Where park and open space is designated on forest lands inside the UGB, other values have primary importance over commercial forest values and those park and open space areas shall be protected for those primary values.

Where park and open space is designated on forest lands outside the UGB, commercial forest values shall be considered as one of many primary values.

In addition to those not shown at a neighborhood scale but automatically included in the gross allocation of residential acres, there is a need for public facilities and open space at a non-local level, such as regional/metropolitan parks. Several are shown on the *Metro Plan* Diagram. Those not yet in public ownership are based on environmental constraints, such as excessive

slopes or assets, such as unique vegetation associations. They should be preserved, if possible, through public acquisition or tax relief programs. If that is not possible, development should be required to respond to their unique conditions through clustering in areas of least value as open space, locating circulation and access points in a manner that will result in minimal disturbance of natural conditions and other similar measures particularly sensitive to such sites.

Agriculture

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

Sand and Gravel

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

Rural Residential, Rural Commercial, and Rural Industrial

The prefix rural refers to the location of these designations on rural portions of the *Metro Plan* outside the UGB. The actual uses may or may not be rural in nature. These rural designations reflect existing patterns of development or commitment to rural lifestyle and have been carefully documented and described with appropriate findings as exceptions to agricultural or forest resource goals. Development on vacant or underdeveloped rural residential, rural commercial, or rural industrial designated parcels is permissible when rural level services are approved and when such development is done in accordance with other applicable policies.

The rural industrial uses in adopted exception areas are light-medium industrial in nature. Application of Lane County's M-2, Light Industrial zoning district, is appropriate to implement the *Metro Plan's* Rural Industrial designation.

Commercial or industrial development shall take place within the UGB, unless such development:

- Is necessary for the continuation of existing commercial or industrial operations, including plant or site expansion;
- Will be located in an adopted exception area; and
- Can be adequately served with rural level services (defined in Policy G.27 in Chapter III-G~~defined on page III-G-2~~).

The minimum lot size for rural residential areas located outside Urban Reserve areas shall be five acres. The minimum lot size for Rural Residential areas located within Urban Reserve areas shall be subject to Policies 25 and 26 in Chapter II B, Fundamental Principles (i.e., land divisions of less than ten acres are subject to the conditions of Policy 25; land divisions of less than five acres are subject to the conditions of Policies 25 and 26).

Exceptions

All new exceptions to, or expansion of, adopted exceptions onto rural resource lands or residential, commercial, industrial, or government non-resource *Metro Plan* Diagram designations or uses outside the UGB require application of *Metro Plan* amendment procedures in Chapter IV, and Appendix A. Those new or expanded exceptions must meet requirements of statewide planning goals and administrative rules and must comply with applicable *Metro Plan* policies. Background information on all adopted exception areas is detailed in the *Exceptions Working Paper* and its Addendum.

Within adopted exception areas, uses and densities must be consistent with zoning and *Metro Plan* designations and policies. Changes to use, density, or zone which are not consistent with the *Metro Plan* require a *Metro Plan* amendment following the process in Chapter IV. Such amendments must be accompanied by an explanation of the reason for the amendment (proposed use, intensity, size, timing, available and proposed service and facility improvements) and must be in compliance with other applicable *Metro Plan* policies and the following criteria:

- Compatibility with existing development pattern and density;
- Adequacy of on-site sewage disposal suitability or community sewerage;
- Domestic water supply availability;
- Adequate access;
- Availability of rural-level services (refer to Policy G.27 in Chapter III-G)~~page III-G-2~~);
- Lack of natural hazards; and
- Compatibility with resource lands adjacent to the exception area.

The list of exceptions and ~~site-site~~-specific maps, which are amendments to the *Metro Plan*, are contained in Appendix C.

Airport Reserve

Lands which may be acquired by Eugene at some future time in connection with the Eugene Mahlon Sweet Field Airport, and for which an exception to statewide planning goals must be taken, if the zoning is changed from Exclusive Farm Use/Commercial Airport Safety Combining (E-40/GAS zone).

University/Research

This category represents property which is located in proximity to the University of Oregon campus. It is primarily intended to accommodate light industrial, research and development, and

office uses related to activities, research, and programs of the University of Oregon. The designation also allows for mixed use development, including a limited range of retail and service uses and multiple-family dwellings. Commercial activities in this category are intended to serve the day-to-day needs of employees working in and near university/research areas. Activities, such as general retail and office, will continue to be located in other appropriately designated areas.

Development of land in this category can play a critical role in the diversification of the metropolitan area's economy by providing an opportunity to develop industrial activities which support and utilize programs of the University of Oregon.

Forest Lands

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

Mixed Uses

This category represents areas where more than one use might be appropriate, usually as determined by refinement plans on a local level. (For example, the *Whiteaker Refinement Plan* includes several areas where a mix of compatible uses, based in part on existing development, are designated.) In the absence of a refinement plan, the underlying plan designation shall determine the predominant land use.

Natural Resource

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

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

Urban Reserve

~~These rural areas are located beyond the urban growth boundary and are not needed to satisfy urban demands associated with a population of 293,700. These areas have been identified, based on current trends and policies, as areas for urban development beyond the planning period.~~

~~Certain public utilities, services, and facilities, particularly water, sanitary sewers, and storm sewers, can be provided to areas designated urban reserve most economically, following extension from areas within the urban growth boundary because of topographic features. Designating these areas at this time will assist in the preparation of capital improvement programs that extend beyond the planning period of this *Plan*.~~

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

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

Urban Growth Boundary

~~This site specific line separates urban and urbanizable lands from rural lands. the projected urban service area designated to accommodate urban development through the planning period (293,700. The expected UGB population is 286,000 by the year 2015. from urban reserve, agriculture, and rural designations. The location of the UGB results from environmental, social, and economic analysis in terms of supply and demand, which is basic to this entire *Metro Plan*. Accordingly, LCDC Goal 14's establishment of UGB criteria was employed with the following results (for more detail, see the *Technical Supplement*):~~

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

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

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

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

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

Factor 3. “Orderly and economic provision for public facilities and services;”

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

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

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

Factor 5. “Environmental, energy, economic, and social consequences;”

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

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

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

Factor 7. “Compatibility of the proposed urban uses with nearby agricultural activities.”

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

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

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

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

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

The UGB is precisely described, as noted on and in conjunction with the Auxiliary Map No. 3 in this section. A larger scale edition is on file in the Planning Offices of Springfield, Eugene, Lane County, and LCOG, 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. In other places, the UGB is determined on a case-by-case basis through interpretation of the Metro Plan Plan Boundaries Map in this Metro Plan and the following factors (see Metro Plan Plan Boundaries Map Key):

- Protection of Agricultural Lands
- Protection of Forest Lands
- Ridgeline (Drainage Basin)
- Orderly and Economic Public Services
- Floodway Fringe
- Protection of Wetlands
- Protection of Sand and Gravel Resources
- Airport Protection
- Existing Development and Services (City Limits)
- Meet Economic Goals
- Meet Housing Goals





Metro Plan Plan Boundary

The Metro Plan Plan Boundary (Plan Boundary) defines that area shown on the Metro Plan Diagram that includes Springfield, Eugene, and unincorporated urban, urbanizable, rural, and agricultural lands exclusive of areas encompassed in the Lane County Rural Comprehensive Plan. With modification to the boundary of the adjacent Lane County Rural Comprehensive Plan, these lines Plan Boundary will represent the interface between the area encompassed in the Metro Plan and areas subject to the Lane County Rural Comprehensive Plan. At some future date, these boundaries may require further adjustment, reflecting increasing need for urban land in the metropolitan area. The county and the two cities should recognize this possibility in their respective planning programs.

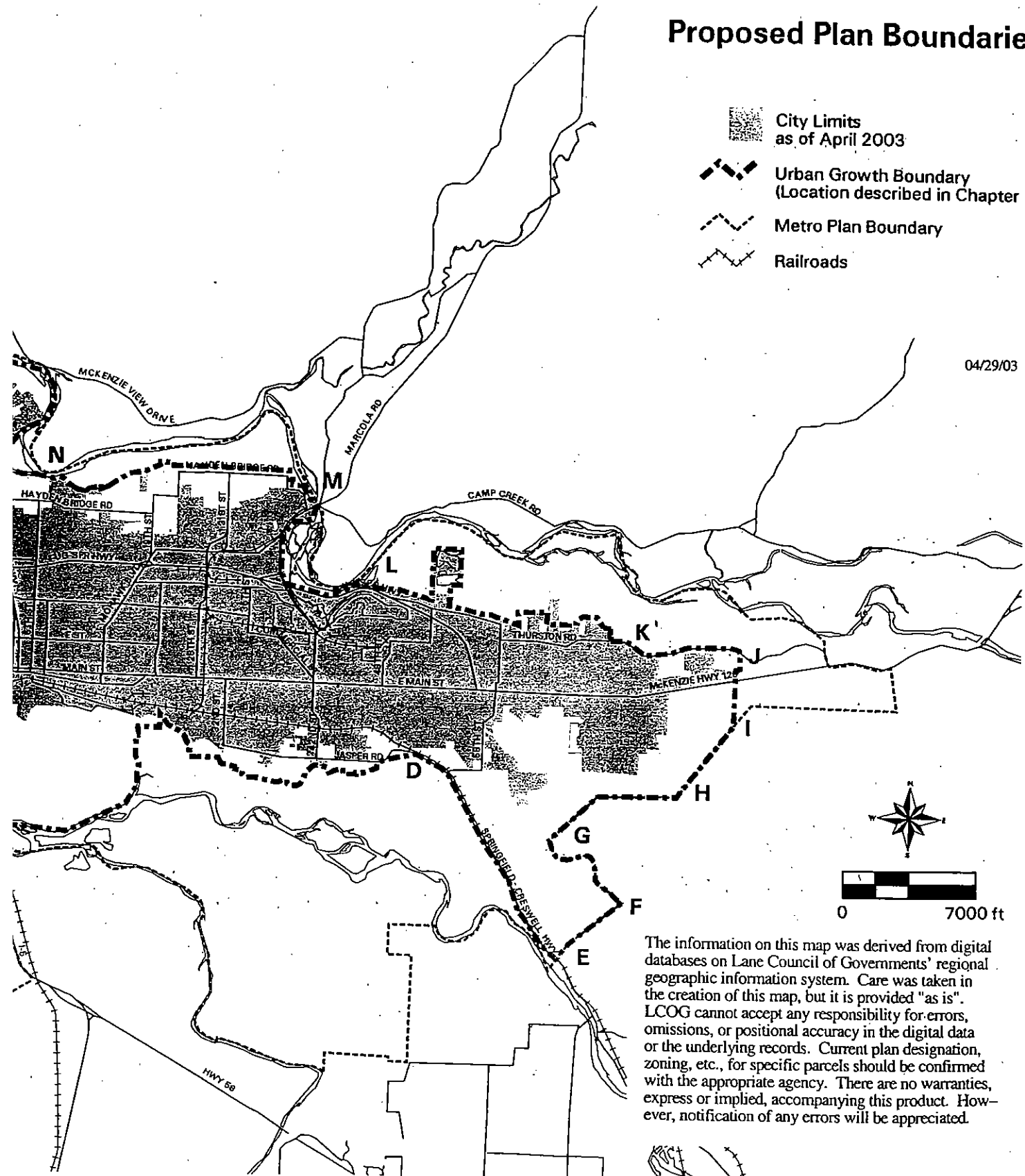
Insert *Metro Plan* Diagram (Exhibit C)

Eugene-Springfield Metropolitan Area General Plan

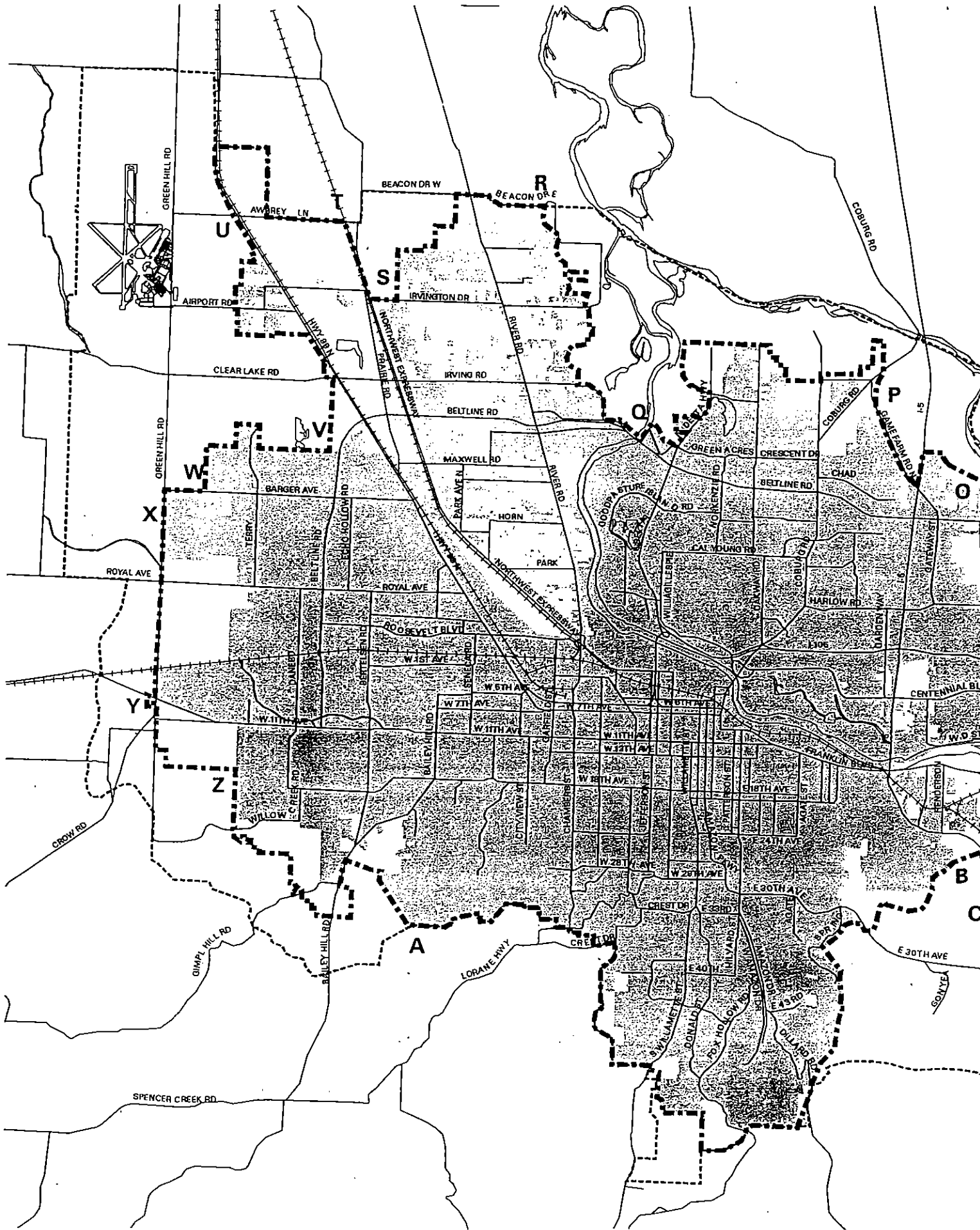
Proposed Plan Boundaries

-  City Limits
as of April 2003
-  Urban Growth Boundary
(Location described in Chapter II)
-  Metro Plan Boundary
-  Railroads

04/29/03



The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided "as is". LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. Current plan designation, zoning, etc., for specific parcels should be confirmed with the appropriate agency. There are no warranties, express or implied, accompanying this product. However, notification of any errors will be appreciated.



Urban Growth Boundary Location Description Keyed to Metro Plan Plan Boundaries Map

For a an up-to-date map showing areas where the UGB is tax lot-specific. i.e., where the UGB and city limits are the same, through annexations or to the outside edge of existing rights-of-way. more detailed map of the urban growth boundary on a larger scale, contact the Lane Council of Governments (LCOG). Copies are on file at LCOG and the planning offices of Eugene, Springfield, and Lane County. As explained in Chapter II-EG, the UGB urban growth boundary was developed considering the seven factors in LCDC Statewide Planning Goal 14: Urbanization. The following matrix outlines key factors that will be considered to determine the location of the UGB urban growth boundary where it is not tax lot-specific.

Metro Plan Urban Growth Boundary Map Key

Map Key	Protect Agricultural Lands	Protect Forest Lands	Ridgeline (Drainage Basin)	Orderly and Economic Public Services	Floodway Fringe	Protect Wetlands	Protect Sand and Gravel Resources	Airport Protection	Existing Development and Services (City Limits)	Meet Economic Goals	Meet Housing Goals
A-B		•	•	•					•		•
B-C					•						•
C-D	•				•	•	•		•		•
D-E					•						
E-F		•	•	•							•
F-G		•		•						•	•
G-H		•	•	•							•
H-I		•		•							•
I-J	•	•							•		•
J-K	•				•	•	•				•
K-L	•				•	•	•		•		•
L-M					•	•	•			•	•
M-N	•				•	•			•		•
N-O	•			•						•	
O-P	•			•	•				•		•
P-Q	•				•	•	•				•
Q-R	•				•	•	•		•		•
R-S	•			•					•	•	•
S-T	•								•	•	
T-U	•									•	
U-V	•							•	•		

V-W	•							•	•		•
W-X	•							•			•
X-Y	•							•		•	•
Y-Z		•		•							•
Z-A		•		•						•	•

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Chapter III Specific Elements

A. Residential Land Use and Housing Element

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

This element addresses Statewide Planning ~~Housing~~ Goal 10: Housing, "To provide for the housing needs of the citizens of the state." Housing demand originates with the basic need for shelter but continues into the realm of creating communities. The policies contained in this element are based on an analysis of land supply and ~~existing and future~~ housing demand, ~~including existing housing problems,~~ and the demographic characteristics ~~needs~~ of the expected future population. ~~Numerous factors that~~ were reviewed to develop a projection of future housing demand; ~~were~~ including: projected number of households; household income, age, size, and type; and special housing needs. The background material for this analysis is contained in two documents, the *1999 Supply and Demand Technical Analysis* and the *1999 Site Inventory Document*.

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

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

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

~~Finally, the policies in this element listed provide direction for the local jurisdictions in preparing zoning and development regulations to address future housing needs. Each jurisdiction will be responsible to implement the policies contained in the Residential Element~~ Residential Land Use and Housing Element. At the time of the annual monitoring report, information on progress made to realize this policy direction will be made available, ~~in that process.~~ As local jurisdictions implement this ~~element~~ Element of the *Metro Plan*, they will be ~~involved in the analysis of the suitability of certain residential designations in terms of density and location and, based on this analysis,~~ involved in the analysis of the suitability of certain residential designations in terms of density and location and, based on this analysis, may propose changes, ~~based on this analysis,~~ to the *Metro Plan Diagram*.

Goal

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

Findings and Policies

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

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

Residential Land Supply and Demand

Findings

1. By 2015, the Eugene-Springfield Metropolitan UGB Study Area is projected to reach a population of 286,000 ~~between 291,000 and 311,000. This represents an increase of between approximately 87,000 and 107,000 persons from the 1990 population of 204,359. This is a 29 percent increase from the estimated 2000 census population of 222,500.~~
2. Average household size has been declining both nationally and locally due to a variety of factors. This trend will result in the need for more dwelling units to house population growth.
3. Based on the 2015 projected population and average household size, there is a need for between 40,000 and 49,000 new housing units in the Eugene-Springfield UGB between 1992 and 2015.
4. There is sufficient buildable residential land within the existing UGB to meet the future housing needs of the projected population. In fact, the 1992 residential buildable land supply exceeds the 1992-2015 residential land demand in all residential categories. Assuming land is consumed evenly over the period, by 1999, there will be at least a 20-year supply of residential land remaining inside the UGB.
5. Undeveloped residential land is considered unbuildable and removed from the supply if it is within 230 KV powerline easements, the floodway, protected wetlands or wetland mitigation sites in Eugene, wetlands larger than 0.25 acres in Springfield or buffers

around Class A and B streams and ponds. The remaining buildable residential land is located primarily on the outer edge of the UGB and some of the buildable residential land has development constraints such as slopes, floodplain, hydric soils and wetlands. Development potential is reduced in Springfield on floodplain areas and in Eugene on remaining potential wetlands due to moderate constraints that can support a less intense level of development.

6. Anticipated federal regulations affecting fish habitats in the Pacific Northwest and new applications for regulating under-designated, saturated, hydric soils by Oregon's Division of State Lands, as well as other factors, make a definitive calculation of the buildable land supply difficult. The adopted buildable land supply inventory represents the local jurisdiction's best assessment of the amount of buildable land that will be available within the UGB until the year 2015.

Supply and Demand Analysis in Acres				
	Low Density	Medium Density	High Density	Total
SUPPLY				
Total Net Buildable Acres for Housing	4,780	828	195	5,802
Flat Buildable Acres	3,159	777	192	4,129
15-25 Percent Sloped Land	913	41	1	955
Eugene	605	39	1	645
Springfield	307	2	1	310
Steep Sloped (>25 percent) Buildable Acres	708	9	1	718
Eugene	341	2	0	343
Springfield	367	6	1	374
DEMAND				
Low-High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots	3,298-4,225	523-641	120-147	3,941-5,013
Land Demand for Housing Displaced by Redevelopment	27	0	0	27
Total Expected Residential Land Demand – 1992-2015	3,840	589	135	4,564
Low-High Range Residential Land Demand – 1992-2015	3,325-4,252	523-641	120-147	3,968-5,040
Difference between Total Buildable Supply and Expected Residential Land Demand in Acres*	940	239	60	1,238

Notes: Totals may differ due to rounding. Assumptions are estimates based on available data.

* Housing is not allocated to commercial and mixed use designated land due to Oregon Administrative Rules, although it is known that some housing will be built on commercial and mixed use land.

Supply and Demand Analysis in Units				
	Low Density	Medium Density	High Density	Total
SUPPLY				
Total Units on Buildable Acres	28,681	13,078	6,760	48,519
Units on Flat Buildable Acres	21,797	12,432	6,720	40,949
Units on 15-25 Percent Sloped Land	5,403	632	39	6,074
Eugene (same density as flat)	4,175	624	35	4,834
Springfield (@ 4 DU/acre)	1,228	8	4	1,240
Units on Steep (>25 percent) Sloped Buildable Acres	1,482	14	1	1,497
Eugene (@ 3 DU/acre)	1,023	6	0	1,029
Springfield (@ 1.25 DU/acre)	459	8	1	468
DEMAND				
Low-High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots & Infill	22,873- 29,042	8,384- 10,270	4,200- 5,145	35,457- 44,457
Unit Demand for Housing Displaced by Redevelopment	149	0	0	149
Total Expected Residential Unit Demand – 1992-2015	26,449	9,432	4,725	40,606
Low-High Range Residential Unit Demand – 1992-2015	23,022- 29,191	8,384- 10,270	4,200- 5,145	35,606- 44,606
Difference between Total Buildable Supply and Expected Residential land Demand in Units*	2,232	3,646	2,035	7,913

Note: Totals may differ due to rounding. Assumptions are estimates based on available data.

*Housing is not allocated to commercial and mixed use designated land due to Oregon Administrative Rules although it is known that some housing will be built on commercial and mixed use land.

7. In 1995, approximately 28 percent of the buildable residential land supply did not have public services, primarily wastewater/sewer. Of this total, 1,136 acres or 12 percent will not be served for ten or more years; 521 acres (5.5 percent) will be served in five to ten years; 476 acres (5 percent) in three to four years, and 520 acres (5.5 percent) in one to two years.
8. In the aggregate, non-residential land uses consume approximately 32 percent of buildable residential land. These non-residential uses include churches, day care centers, parks, streets, schools, and neighborhood commercial, etc.
9. Some of the residential land demand will be met through redevelopment and infill. Residential infill is occurring primarily in areas with larger, single-family lots that have surplus vacant land or passed-over small vacant parcels. Redevelopment is occurring primarily in the downtown Eugene and West University areas, where less intensive land

uses, such as parking lots and single-family dwellings are being replaced with higher density, multi-family development.

10. Since the last Periodic Review of the *Metro Plan* in 1987, there have been only two minor expansions of the UGB for residentially designated land. Each expansion was less than one acre in size.
11. The UGB defines the extent of urban building and service expansion over the planning period. There are geographic and resource constraints that will limit expansion of the UGB in the future. At such time that expansion is warranted, it will be necessary to cross a river, develop agricultural land, or cross over a ridge where the provision of public services and facilities will be expensive.
12. Since adoption of the *Metro Plan*, the supply of residential lands has been reduced as a result of compliance with ~~negatively affected (diminished) due to~~ federal, state, and local regulations to protect wetlands, critical habitat of endangered/threatened species, and other similar natural resources. This trend is likely to continue in order to meet future Statewide Planning Goal 5 and stormwater quality protection requirements.
13. Springfield charges a system development charge for stormwater, wastewater, and transportation. Willamalane Park and Recreation District charges a system development charge for parks. Springfield Utility Board (SUB) charges for water. Eugene charges for stormwater, wastewater, parks, and transportation. Eugene Water & Electric Board (EWEB) charges for water. These charges could be increased in some cases. Currently, state law does not include local systems development charges for fire and emergency medical service facilities and schools. Depending on market conditions, residents of newly constructed housing also pay for services and facilities they receive through local assessment districts, connection charges, direct investment in public infrastructure, and property taxes.

Policies

- A.1 Encourage the consolidation of residentially zoned parcels to facilitate more options for development and redevelopment of such parcels.
- A.2 Residentially designated land within the UGB should be zoned consistent with the *Metro Plan* and applicable plans and policies; however, existing agricultural zoning may be continued within the area between the city limits and the UGB until rezoned for urban uses.
- A.3 Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.
- A.4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand.

- A.5 Develop a monitoring system that measures land consumption, land values, housing type, size, and density. Reports should be made to the community on an annual basis.
- A.6 Eugene, Springfield, and Lane County shall encourage a community dialogue, when the annual monitoring report on land supply and housing development is made public, to address future Periodic Review requirements that relate to meeting the residential land supply needs of the metropolitan area.
- A.7 Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land.
- A.8 Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing infrastructure that support affordable housing and/or higher density housing.

Residential Density

Findings

- 14. Housing costs are increasing more rapidly than household income. With rising land and housing costs, the market has been and will continue to look at density as a way to keep housing costs down.
- 15. Recently approved subdivisions are achieving lot sizes on flat land averaging 7,400 square feet in Eugene and 7,800 square feet in Springfield. Comparing the net density⁵ of all Eugene-Springfield metropolitan single family-detached units in 1986 and 1994 indicates that in 1986 the net density was 4.12 units per acre which equates to a 10,573 square foot lot while in 1994, the net density was 4.18 units per acre or a 10,410 square foot lot. These trends indicate that development in low-density is achieving assumed density expectations.
- 16. Although single-family detached lot sizes are decreasing, the *Metro Plan* targeted residential densities for all new development are not being achieved at this time. The *Metro Plan* assumes a net density of 8.57 units per acre (note: translation from 6 units per gross acre⁶) for new development over the planning period. For new dwelling units constructed during 1986 to 1994, the net density was 7.05 units per acre based on the Regional Land Information Database of Lane County (RLID). The estimated average overall residential net density for all residential development has climbed from 5.69 units per acre in 1986 to 5.81 units per acre in 1994.

⁵ Density (Net): The number of dwelling units per each acre of land, excluding areas devoted to dedicated streets, neighborhood parks sidewalks, and other public facilities.

⁶ Density (Gross): The number of dwelling units per each acre of land, including areas devoted to dedicated streets, neighborhood parks, sidewalks, and other public facilities.

17. Both Springfield and Eugene have adopted smaller minimum lot size requirements to allow increased density in low-density residentially designated areas. Even so, density in low-density residentially designated areas does not routinely achieve the higher range of low-density zoning (near 10 units/gross acre) due to the current market and the area requirements for other site improvements such as streets.
18. Offering incentives (e.g., reduced parking requirements, tax abatements) for increased density has not been completely successful in this metro area. In areas where some increase in density is proposed, there can be neighborhood opposition.

Policies

- A.9 Establish density ranges in local zoning and development regulations that are consistent with the broad density categories of this plan.

Low density: Through 10 dwelling units per gross acre (could translate up to 14.28 units per net acre depending on each jurisdictions implementation measures and land use and development codes)

Medium density: Over 10 through 20 dwelling units per gross acre (could translate to over 14.28 units per net acre through 28.56 units per net acre depending on each jurisdictions implementation measures and land use and development codes)

High density: Over 20 dwelling units per gross acre (could translate to over 28.56 units per net acre depending on each jurisdiction's implementation measures and land use and development codes)

- A.10 Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.
- A.11 Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.
- A.12 Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.
- A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods.
- A. 14 Review local zoning and development regulations periodically to remove barriers to higher density housing and to make provision for a full range of housing options.

- A.15 Develop a wider range of zoning options such as new zoning districts, to fully utilize existing *Metro Plan* density ranges.
- A. 16 Allow for the development of zoning districts which allow overlap of the established *Metro Plan* density ranges to promote housing choice and result in either maintaining or increasing housing density in those districts. Under no circumstances, shall housing densities be allowed below existing *Metro Plan* density ranges.

Housing Type and Tenure

Findings

- 19. Based on 1990 Census data for the Eugene area, there is a relationship between household income, size of household, age of household head, and housing choices people make regarding type and tenure. The trends established are as follows: lower income and increasingly moderate-income, primarily young and single-person households tend to be renters. Ownership increases as income and family size increase. Older households predominately remain in owner-occupied, single-family housing, but as the age of the head of household reaches 65, ownership rates begin to decline.
- 20. Based on the ECO Northwest/Leland Study, *What is the Market Demand for Residential Real Estate in Eugene/Springfield?* (October 1996) a larger share of the future population will be composed of smaller, older, and less affluent households. This will alter housing market demand in many ways over the next 20 years. Married couple families with children will no longer be the predominate household type of the residential market. Singles, childless couples, divorcees, and single parents will be a much larger proportion of the market than in the past. To meet the needs of these households, more choices in housing types (both for sale and for rent) than currently exist will be necessary.
- 21. Based on Lane County assessment data, in the 1980s and 1990s, there was a shift to larger, single-family detached homes, even though the average number of persons per household has been declining.
- 22. Between 1989 and 1998, 45 percent of all new housing was single-family detached including manufactured units on lots. As of 1998, about 59 percent of all dwelling units were single-family detached. This represents a decrease in the share of single-family detached from 61 percent in 1989.

Policies

- A.17 Provide opportunities for a full range of choice in housing type, density, size, cost, and location.
- A.18 Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations.

- A.19 Encourage residential developments in or near downtown core areas in both cities.
- A.20 Encourage home ownership of all housing types, particularly for low-income households.
- A.21 Allow manufactured dwelling parks as an outright use in low-density residential zones if the local jurisdiction's prescribed standards are met.

Design and Mixed Use⁷

Findings

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

Policies

- A.22 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.
- A.23 Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.
- A.24 Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns.

⁷ Mixed use: A building, project or area of development that contains at least two different land uses such as housing, retail, and office uses

Existing Housing Supply and Neighborhoods

Findings

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

Policies

- A.25 Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.
- A.26 Pursue strategies that encourage rehabilitation of existing housing and neighborhoods.

Affordable⁸, Special Need⁹, and Fair Housing

Finding

32. Substantial and continued federal funding reductions for housing assistance are increasing the burden on local governments. The high cost of housing for low-income

⁸ Affordable housing: Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. [U.S. Department of Housing and Urban Development's (HUD) figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30 percent = \$847/month.]

⁹ Special need housing: Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include, but are not limited to, the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

families directly correlates with an increasing demand for other support services such as food supplement programs and utility assistance. The high cost of housing results in homelessness for some households. Homelessness directly and indirectly negatively impacts public health, public safety, and public education systems in multiple, measurable ways.

33. The next 20 years are expected to see increased need for apartments and single family housing for low¹⁰ and very low¹¹ income households. Based on the 1990 Census, approximately 20 percent of all households are currently classified as very low-income.
34. There is a shortage of unconstrained medium and high density zoned sites, for sale, that are flat and serviced with utilities. This is particularly true in Eugene. Low income projects frequently must use density bonuses or other land use incentives that require additional land use processes such as public hearings, which exposes the project to longer timelines and appeals.
35. Based on the *1995 Eugene/Springfield Consolidated Plan*, in Eugene and Springfield, 35 percent of households experience housing problems (defined by HUD as overcrowded, substandard, or the household is paying over 30 percent of its income for housing and utilities). The predominate housing problem is that households are paying more than they can afford for housing.
36. The de-institutionalization of people with disabilities, including chronic mental illness, has continued since the 1980's and adds to the number of homeless, poorly housed, and those needing local support services and special need housing.
37. Based on the annual one-night Lane County shelter/homeless counts, the number of homeless people is increasing and a third of the homeless are children.
38. Demographics point to an increasing proportion of the population over 65 years of age in the future. This will require more housing that can accommodate the special needs of this group.
39. Construction of housing with special accommodations or retrofitting existing housing drives up the occupancy costs for the tenant. Tenants with special needs typically have low incomes and are less able to pay increased rents.
40. Existing land use regulations do not easily accommodate the establishment of alternative and innovative housing strategies, such as group recovery houses and homeless shelters.

¹⁰ Low income housing: Housing priced so that a household at or below 80 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80 percent of median for a family of three in Lane County is \$27,150; 30 percent = \$678/month.)

¹¹ Very low income housing: Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50 percent of median of a family of three in Lane County is \$16,950; 30 percent = \$423/month.)

41. Existing emergency shelters do not have the capability to serve the entire homeless population. This results in people illegally inhabiting residential neighborhoods and non-residentially zoned areas. The challenges facing homeless people are increased when they are forced far out of the urban areas where resources, training, treatments, and job opportunities are less available.
42. Practices of some cultures, such as Latino and Asian households, conflict with existing public policies that limit a household to five unrelated adults, and private rental practices that limit occupancy to two people per bedroom.
43. Fair housing issues typically impact renters more often than homebuyers and discrimination tends to increase when the vacancy rate decreases.

Policies

- A.27 Seek to maintain and increase public and private assistance for low- and very low-income households that are unable to pay for shelter on the open market.
- A.28 Seek to maintain and increase the supply of rental housing and increase home ownership options for low- and very low-income households by providing economic and other incentives, such as density bonuses, to developers that agree to provide needed below-market and service-enhanced housing in the community.
- A.29 Consider public purposes such as low- and very low-income housing when evaluating UGB expansions.
- A.30 Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban form.
- A.31 Consider the unique housing problems experienced by special needs populations, including the homeless, through review of local zoning and development regulations, other codes and public safety regulations to accommodate these special needs.
- A.32 Encourage the development of affordable housing for special needs populations that may include service delivery enhancements on-site.
- A.33 Consider local zoning and development regulations impact on the cost of housing.
- A.34 Protect all persons from housing discrimination.

Coordination

Findings

44. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.

45. In the Eugene-Springfield metropolitan area, public, private non-profit and private for profit developers work closely with the cities to develop low-income housing.

Policies

- A.35 Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.
- A.36 Coordinate public, private, and consumer sectors of the area's housing market, including public-private partnerships, to promote housing for low- and very low- income households and to increase housing density and types.
- A.37 Consider the suggested implementation measures in the *Residential Lands and Housing Study* and other measures in order to implement the policy directives of the Residential Land Use and Housing Element of the *Metro Plan*.

B. Economic Element

In recent years, there has been a strong structural shift in the Eugene-Springfield metropolitan area's economy. This shift is characterized by four trends: (a) a decline in the lumber and wood products industry as a source of employment; (b) limited increase in employment in other manufacturing activities; (c) diversification of the non-manufacturing segments of the local economy, primarily in trade, services, finance, insurance, and real estate; and (d) the development of this metropolitan area as a regional trade and service center serving southern and eastern Oregon.

The decline in lumber and wood products and diversification of the non-manufacturing sectors are consistent with changes that are occurring in other portions of the state and throughout the nation as a result of rising real incomes and higher productivity of labor in manufacturing. The increase in employment in other manufacturing activities in this area has lagged behind other portions of the state, particularly the Portland area, and many other places in the nation.

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

In striving toward the Land Conservation and Development Commission's (LCDC) Statewide Planning Goal 9: Economic Development, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens," ~~diversify and improve the economy of the State,~~ the Eugene-Springfield metropolitan area must take advantage of and encourage the further diversification of this area's economic activities and role as a regional center.

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

Implicit in the goals and objectives that follow is the premise that the economic health of the area is integrally related to the quality of life for residents. Improved welfare of the residents of the metropolitan area, measured by increases in employment opportunities and reductions in unemployment, increases in real incomes, and improved environmental quality are the ultimate goals of all economic efforts. Economic growth or industrial expansion is acceptable when it is consistent with these goals and objectives.

Goal

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

Findings and Policies

Findings

1. The structure of the Eugene-Springfield metropolitan area economy is undergoing a shift away from lumber and wood products manufacturing (and other heavy industrial activities) and towards a more diverse economic base characterized by growth in light manufacturing activities and the non-manufacturing activities of trade, commercial and professional services, finance, insurance, and real estate.
2. The lumber and wood products sector is the metropolitan area's dominant manufacturing activity; and in this respect, Lane County's forest is the area's most important natural resource utilized as a factor of production.
3. Major institutions in the metropolitan area including the University of Oregon and Sacred Heart Hospital, have had a stabilizing influence on the local economy.
4. The Eugene-Springfield metropolitan area is developing as a regional center for activities, such as tourism, distribution, and financial services, serving the southwestern and central Oregon area.
5. Based on data from the 2000 U.S. Census, the local per capita income in 1999 for the Eugene-Springfield metropolitan area was lower than for Oregon as a whole and the Portland metropolitan area, but is comparable to or higher than adjacent counties.
6. In 2000, the unemployment rate in the Eugene-Springfield metropolitan area was comparable to Oregon and higher than the national rate. The local area labor force is characterized by higher levels of unemployment than is Oregon as a whole and the nation; however, it is not presently known what portion of the total unemployment is short-term and what portion is chronic or long-term.
7. Historically, job creation is at a very high level in the metropolitan area. This fact, together with the available data on unemployment, implies that there may be a mismatch between (a) existing job skills and job finding skills and (b) the jobs which are available. These conditions are particularly important to the area's expanding labor force, which results from people moving to the area and seeking jobs, as well as existing residents entering the labor force for the first time, e.g., women.
8. Historically, heavy-manufacturing industries, including primary metals, chemicals and paper, have been characterized by high levels of pollution or energy consumption. Changes in technology and environmental regulations have reduced the potential environmental impacts of these industries. Heavy manufacturing industries provide benefits, such as relatively high wage scales and the potential for generating secondary manufacturing activities.

- | 98. Both expansion of existing businesses through use of local capital and entrepreneurial skills and the attraction of new employers offer realistic opportunities for economic development.
- | 409. The healthful environment of the metropolitan area can help attract industrial development, hold workers, and attract convention- and tourist-related economic activities. The concern for clean air and water is high priority with area residents.
- | 4410. The provision of adequate public facilities and services is necessary for economic development.
- | 4211. There are presently inefficiently used resources in the metropolitan area, including land, labor, and secondary waste products.
- | 4312. Major employment areas include the Eugene and Springfield central business districts, the University of Oregon area, Sacred Heart Hospital, the west Eugene industrial area, the north (Gateway) and south Springfield industrial areas, the Highway 99N industrial area, Country Club Road, Chad Drive, and the Mohawk-Northgate area.
- | 4413. The metropolitan economy is made up of a number of interrelated and important elements, one of which is construction and construction-related activities. Construction, for example, is essential for all sectors of the economy, as well as for the provision of an adequate supply of affordable housing.
- | 4514. The mixture of commercial and office uses with industrial uses can reduce or enhance the utility of industrial areas for industrial purposes, depending upon circumstances. Uncontrolled mixing creates problems of compatibility and traffic congestion, and may limit the area available for industrial development. Limited mixing, subject to clear and objective criteria designed to minimize or eliminate incompatibility, traffic problems, and which preserve the area for its primary purpose, can make an industrial area more pleasant, convenient, economical, and attractive as a place to work or locate.
- | 4615. Campus~~Special-light~~ industrial firms prefer city services.
- | 4716. Campus~~Special-light~~ industrial firms have varied site location requirements, prefer alternative sites to choose from, and usually benefit from location of other special light industrial firms within the community and within the same industrial development.

Goal

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

Objectives

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

Policies

- B.1 Demonstrate a positive interest in existing and new industries, especially those providing above average wage and salary levels, an increased variety of job opportunities, a rise in the standard of living, and utilization of our existing comparative advantage in the level of education and skill of the resident labor force.
- B.2 Encourage economic development, which utilizes local and imported capital, entrepreneurial skills, and the resident labor force.
- B.3 Encourage local residents to develop job skills and other educational attributes that will enable them to fill existing job opportunities.
- B.4 Encourage the continuance of career preparation and employment orientation for metropolitan area residents by the community's educational institutions, labor unions, businesses, and industry.
- B.5 Provide existing industrial activities sufficient adjacent land for future expansion.
- B.6 Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.
- B.7 Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities.
- B.8 Encourage the improvement of the appearance of existing industrial areas, as well as their ability to serve the needs of existing and potential light industrial development.
- B.9 Encourage the expansion of existing and the location of new manufacturing activities, which are characterized by low levels of pollution and efficient energy use.
- B.10 Encourage opportunities for a variety of heavy industrial development in Oregon's second largest metropolitan area.
- B.11 Encourage economic activities, which strengthen the metropolitan area's position as a regional distribution, trade, health, and service center.
- B.12 Discourage future *Metro Plan* amendments that would change development-ready industrial lands (sites defined as short-term in the metropolitan *Industrial Lands Special Study*, 1991) to non-industrial designations.
- B.13 Continue to encourage the development of convention and tourist-related facilities.
- B.14 Continue efforts to keep the Eugene and Springfield central business districts as vital centers of the metropolitan area.

- B.15 Encourage compatibility between industrially zoned lands and adjacent areas in local planning programs.
- B.16 Utilize processes and local controls, which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion.
- B.17 Improve land availability for industries dependent on rail access.
- B.18 Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the policies and projects in the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* and the *Eugene Airport Master Plan*.
- B.19 Local jurisdictions will encourage the allocation of funds to improve transportation access to key industrial sites or areas through capital budgets and priorities.
- B.20 Encourage research and development of products and markets resulting in more efficient use of underutilized, renewable, and nonrenewable resources, including wood waste, recyclable materials, and solar energy.
- B.21 Reserve several areas within the UGB for large-scale, campus-type, light manufacturing uses. (See *Metro Plan* Diagram for locations so designated.)
- B.22 Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods.
- B.23 Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.
- B.24 Continue to evaluate other sites in and around Springfield and Eugene for potential light-medium industrial and special light industrial uses, as well as potential residential uses.
- B.25 Pursue an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of "development ready" land.
- B.26 In order to provide locational choice and to attract new ~~campus~~special-light industrial firms to the metropolitan area, Eugene and Springfield shall place as a high priority service extension, annexation, and proper zoning of all designated special light industrial sites.
- B.27 Eugene, Springfield, and Lane County shall improve monitoring of economic development and trends and shall cooperate in studying and protecting other potential

industrial lands outside the urban boundary.

- B.28 Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.
- B.29 Encourage the expansion or redevelopment of existing neighborhood commercial facilities as surrounding residential densities increase or as the characteristics of the support population change.
- B.30 Industrial land uses abutting the large aggregate extraction ponds north of High Banks Road in Springfield shall demonstrate that they require the location next to water to facilitate the manufacture of testing of products made on-site.
- ~~B.31 Conduct a commercial lands study prior to the next major *Metro Plan* update.~~
- ~~B.32 The City of Springfield shall include development guidelines in the *Downtown Refinement Plan* to address mixed use on the Booth Kelly site. These standards shall allow for light industrial, general commercial and medium residential uses on the site, and ensure compatibility of these uses.~~

Insert Chapter III-C: Environmental Resources Element (Exhibit B)

D. Willamette River Greenway, River Corridors, and Waterways Element

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

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

The goal requires Eugene, Springfield, and Lane County to adopt Greenway boundaries, to specify uses permitted within those boundaries, and indicate areas of potential acquisition along the Greenway. In making these determinations, local jurisdictions must gather information and inventory the nature and extent of all natural resources associated with the Willamette River Greenway. Local jurisdictions are also mandated to adopt provisions, by ordinance, requiring a compatibility review permit for any intensification, change of use, or development within Greenway boundaries. ~~The cities of Eugene and Springfield have received final Greenway boundary approval by the LCDC for that portion of the Greenway located within their city limits. Lane County has adopted interim Greenway boundaries that will be in effect until final Greenway boundary adoption. The jurisdictional area of the *Metro Plan* (i.e., *Metro Plan Boundary*) was found to be in compliance with Goal 15 on September 12, 1982. Eugene received LCDC acknowledgment of compliance with Goal 15 on February 11, 1977. Springfield and Lane County are both undertaking the work required to comply with Goal 15, which is scheduled to be completed by July 1980.~~

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

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

Finally, in rural agricultural areas, isolated access points can work to the detriment of the Greenway program. In these areas, trespass and vandalism can cause a detraction in the general Greenway environment and create problems for private landowners.

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

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

Goal

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

Findings and Policies

Findings

1. The Willamette and McKenzie Rivers are recognized as valuable natural assets to the entire community.
2. In addition to the Willamette and McKenzie Rivers, a number of waterways are important environmental features in the metropolitan area. These include, for example, the Springfield Millrace, Amazon Creek, Fern Ridge Reservoir, and the Eugene Millrace.
3. Recently, the community has begun to realize the potential of inland waterway corridors to contribute to the livability of the area.
4. In addition to its significance to agriculture, flood control, and fish and wildlife, Fern Ridge Reservoir continues to grow in importance as a recreational water facility.
5. Statewide Planning Goal 15 mandates local governments to establish the Greenway boundaries, allowed uses within the Greenway and potential acquisition areas.

6. Eugene, and Springfield, and Lane County have received final Greenway boundary approval by the LCDC.
7. The jurisdictional area of the *Metro Plan* was found to be in compliance with Goal 15 on September 12, 1982. The City of Eugene received Land Conservation and Development Commission acknowledgement of compliance with Statewide Planning Goal 15 on February 11, 1977. Lane County and Springfield are both undertaking the work to comply with Goal 15.
8. The following Compatibility Review pPermits are required by Eugene, Springfield, and Lane County to implement Statewide Planning Goal 15 within their respective areas of jurisdiction as defined in Chapter II-D: for any intensification, change of use, or new development within the Greenway boundaries:
 - a. The City of Eugene requires Greenway Permits for any activity in the Willamette Greenway involving intensification of use, change in use, or development.
 - b. The City of Springfield requires a Discretionary Use Permit for any change or intensification of use, or construction that has a significant visual impact in the Willamette Greenway Overlay District, which is combined with a "Greenway Setback Line."
 - c. Lane County requires a Greenway Development Permit for intensification or change of use or development allowed in applicable zones, including public improvements and including partitions and subdivisions as defined in LC 13.020 for lands within the boundaries of the Willamette River Greenway.
9. Local jurisdictions retain the primary responsibility for implementation of the Willamette River Greenway goal.
10. The metropolitan area's river and waterway corridors require protection to maintain and enhance natural, scenic, environmental, and economic qualities of these waterways.
11. The three jurisdictions have cooperatively developed a public park system and bicycle-pedestrian trails along the Willamette River Greenway.
12. Residential and commercial development along the Willamette River Greenway provides greater opportunity for public access and enjoyment of the river area than does industrial development.
13. Rural agricultural areas along river and waterway corridors can be damaged by isolated public access points because of vandalism and/or trespass on private lands.

14. Experience in other communities indicates that carefully planned and designed residential and commercial development at designated locations along inland water corridors can be compatible with adjacent areas and the corridors themselves.
15. The current unpleasant and unsightly condition of many inland waterway systems results from neglect and uncoordinated waterway planning.

Goal

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

Objectives

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

Policies

- D.1 Periodically, local governments shall review Greenway boundaries, uses, and potential acquisition areas to ensure continued compliance with state and local Greenway goals.
- D.2 Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation, resource, and wildlife protection; enhancement of river corridor and waterway environments; potential for supporting non-automobile transportation; opportunities for residential development; and other compatible uses.
- D.3 Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.
- D.4 Lane County, Springfield, and Eugene shall continue to participate in efforts to determine the feasibility of an urban canal that would connect Eugene's historic Millrace to Amazon Creek. Likewise, Springfield's efforts to improve the scenic quality of its Millrace should be encouraged.