

ORDINANCE NO. PA 1274
FINDINGS AND CONCLUSIONS

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

In 2007 the Oregon Legislature passed and the Governor signed into law Chapter 650, Oregon Laws 2007, codified as ORS 197.304 and commonly known as “House Bill 3337” mandating separate residential lands studies and resulting urban growth boundaries for the cities of Eugene and Springfield consistent with each city jurisdictional responsibility. In addition, the *Metro Plan* contains provisions for adoption or amendment of refinement plans as further described in Lane Code Chapters 12 & 16. These findings address the new law and other applicable criteria sufficient to support adoption by the Lane County Board of Commissioners of the proposed Springfield refinement plan residential land use and housing element, related residential land needs analysis, Springfield urban growth boundary technical supplement and map amendment for a separate Springfield UGB for the area east of I-5.

1. **ORS 197.304 Lane County accommodation of needed housing.**
 - (1) Notwithstanding an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. The city shall, separately from any other city:
 - (a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and
 - (b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.
 - (2) Except as provided in subsection (1) of this section, this section does not alter or affect an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions adopted by Lane County or local governments in Lane County. [2007 c.650 §2]; and
2. **ORS 197.304 Springfield evaluation of the sufficiency of its residential buildable land supply.** Local housing policies must meet the requirements of Oregon Statewide Planning Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008) and ORS 197.296 defines factors to establish sufficiency of buildable lands within an urban growth boundary and requires analysis and determination of residential housing patterns. Springfield Development Services Department and ECONorthwest, under contract, begin an inventory and analysis of Springfield’s residential land on December 5, 2005. Springfield completed its evaluation and reports results and conclusions of the residential land supply and need as summarized in the *Springfield Residential Land and Housing Needs Analysis, February, 2011*.

Criteria for adoption of a Metro Plan Amendment is found in Lane Code Chapter 12, Section 12.225 (2) (a) & (b). It states that in reaching a decision, the Board of County Commissioners must adopt findings which demonstrate that the proposal meets applicable approval criteria and state and local laws. The Applicable Statewide Planning Goals are addressed in these findings.

LC12.225 (2) (a) Criterion #1 "The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission."

Goal 1 – Citizen Involvement. Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process."

3. The Springfield Planning Commission conducted public hearings for review/adoption of draft Residential Land & Housing Needs Analysis on October 20, 2009.

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

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

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

On May 4, 2010 the Springfield and Lane County Planning Commissions voted to recommend approval of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*, incorporating the *Springfield Residential Land & Housing Needs Analysis* and a parcel specific separate urban growth boundary around the City of Springfield, based on the evidence and testimony in the record.

On April 4, 2011, the City of Springfield City Council and the Lane County Board of Commissioners held a public hearing on the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*; and the Development Services staff report,

the oral testimony, letters and emails received, written submittals of the persons testifying at the hearing, and the public records for file # LRP 00014 (Springfield 2030 Refinement Plan), file # LRP 2007-00030 (Springfield Residential Land Study), and the *Springfield Urban Growth Boundary* Technical Supplement have been considered and hereby are incorporated into the record for this proceeding;

Goal 2 – Land Use Planning. Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted.

4. The Eugene-Springfield Metropolitan Area Urban Growth Boundary (UGB) was originally acknowledged by the Land Conservation and Development Commission on August 19, 1982; and upon completion of periodic review the city, by ordinance 6087 on May 17, 2004 adopted the current and now acknowledged Metro Plan diagram including the UGB on an 11 X 17" map; and Springfield's jurisdictional area of responsibility as specified in the acknowledged comprehensive plan is the Metro Area UGB east of Interstate 5.

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

Goal 10 – Housing. This goal specifies that incorporated cities must plan for and accommodate needed housing types and have an inventory of buildable residential lands and housing types, such as multifamily and manufactured housing.

5. Housing in a variety of price and rent ranges commensurate with the financial capabilities of its households is important to Springfield. The definition of needed housing types as "housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels," and ORS 197.303 defines needed housing types as:
 - (a) Housing that includes, but is not limited to, attached and detached single family housing and multiple family housing for both owner and renter occupancy;
 - (b) Government assisted housing;
 - (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
 - (d) Manufactured homes on individual lots planned and zoned for single family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

The *Springfield Residential Land and Housing Needs Analysis, February, 20* is the technical supplement to the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* that incorporates input from citizens, stakeholder groups, commissions and elected officials received throughout a multi-year citizen involvement process that included a Residential Lands citizen advisory committee, online public surveys, community workshops, work sessions, open houses and public hearings.

6. The residential land use policies included in the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* together with the technical analysis included in the *Springfield Residential Land and Housing Needs Analysis, February 2011* are found to address Statewide Planning Goal 10: Housing, “To provide for the housing needs of the citizens of the state,” including goals, objectives, policies and implementation actions that supplement the *Eugene-Springfield Metropolitan Plan Residential Land Use and Housing Element* (Chapter III-A), while demonstrating the City’s ongoing commitment to increasing housing choice and residential densities within Springfield’s separate Urban Growth Boundary.
7. The *Springfield Residential Land and Housing Needs Analysis* demonstrates that Springfield has sufficient land designated for Low Density Residential and Medium Density Residential uses for the 2010-2030 plan period; and the *Springfield Residential Land and Housing Needs Analysis* identified a deficit of approximately 28 gross acres of land designated for high density residential (HDR) use and addresses the deficiency through Policy H.2:
“To meet identified high-density, multiple-family housing needs, the City shall re-designate at least 28 additional gross buildable acres in Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012. This residential mixed use district shall accommodate a minimum of 411 dwelling units in the high density category and shall increase the required net minimum density to at least 28 dwelling units per acre.
Establishment of higher minimum and maximum densities is encouraged to support the neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan. District boundaries and density ranges shall be established through the Glenwood Refinement Plan amendment process by December 31, 2012. The Glenwood Refinement Plan includes a multi-year planning process for updates and an Urban Renewal District in Glenwood to support preparation and implementation of the plan.
8. ORS 197.296 (9) recognizes rezoning or redesignation of nonresidential land and redevelopment strategies as actions and measures that demonstrably increase the likelihood of higher density residential development.

Goal 14 – Urbanization. This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs for the 20 year planning period. Oregon Administrative Rules Division 24 Urban Growth Boundaries clarifies procedures and requirements of Goal 14 regarding a local government adoption or amendment of an urban growth boundary (UGB); and

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

“The UGB and amendments to the UGB must be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB. Where a UGB does not follow lot or parcel lines, the map must provide sufficient information to determine the precise UGB location;”.

9. Springfield has prepared a tax lot-specific map of the acknowledged Metro Urban Growth Boundary, east of Interstate 5 that establishes a more precise location of the UGB based on GIS map files and documentation that establish Springfield’s UGB at a scale sufficient to determine which particular lots or parcels are included in the precise UGB location. Where the UGB does not follow tax lot lines, Springfield has prepared a written description of the location and documentation to provide sufficient information to determine the precise UGB location in those areas as described in the *Springfield Urban Growth Boundary Technical Supplement*.
10. The factors used to determine the precise location of the acknowledged UGB are based on the adopted policies contained in the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan) as clarified in previous land use decisions by the Lane County Hearings Official, as further described in Exhibit D and Exhibit E and as more fully documented in the *Springfield Urban Growth Boundary Technical Supplement*.

Conclusion

The findings support the Board of Commissioners adopting this Ordinance to establish a separate Urban Growth Boundary for the city of Springfield, as required by ORS 197.304 and a Springfield specific map of the UGB in accordance with OAR 660-024-0020(2).