

UGB Expansion Analysis for School Land

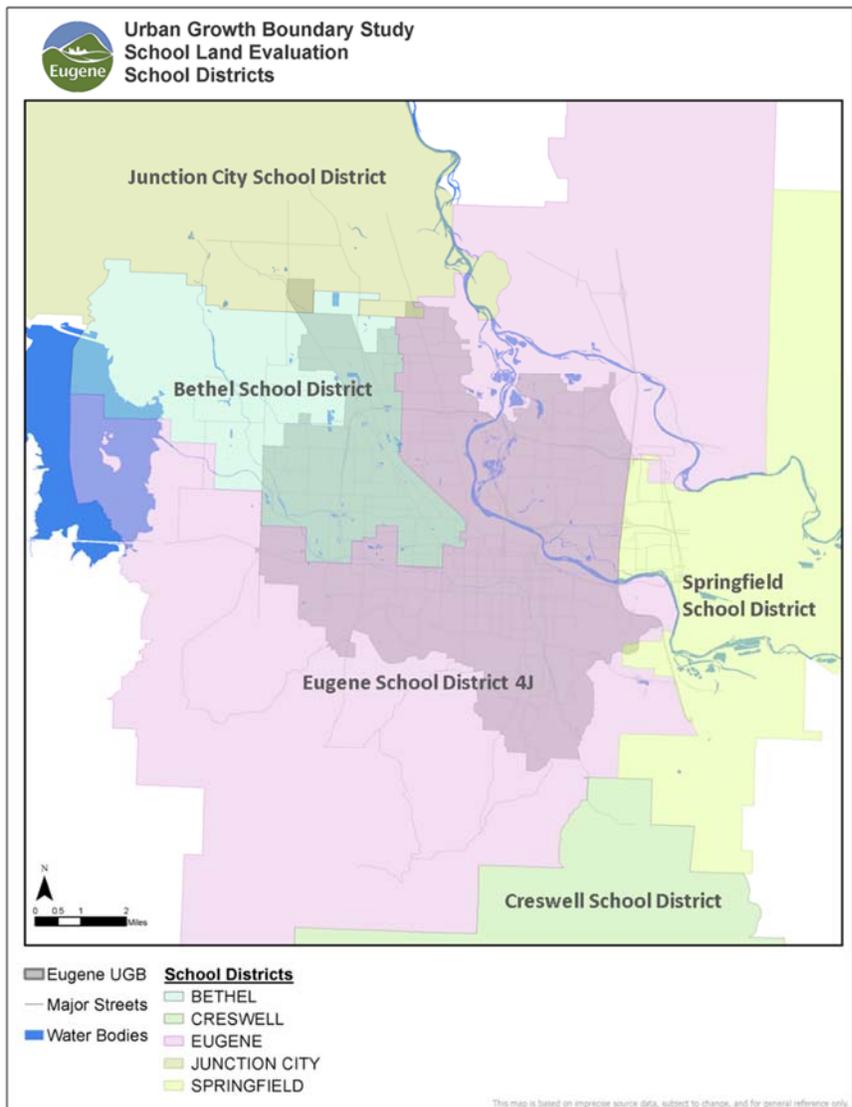
I. Introduction

This study sets out the standards and process by which the City of Eugene determined a need for additional school land within its urban growth boundary and the characteristics of that land, then follows that process to conclude by identifying the most suitable land to meet the City’s school land need.

Oregon’s Statewide Planning Goals include schools in their definition of “key facilities” and “urban facilities and services.” Cities are required by Goals 11 and 14, and related statutes and administrative rules to plan for schools in their comprehensive plans and to ensure that UGBs are located based, in part, on the need for schools. Cities and school districts are required by ORS 195.110 to plan for school siting needs with at least a ten-year planning horizon.

The population within Eugene’s UGB is served by three different school districts: Eugene School District 4J, Bethel School District and Junction City School District. The “School Districts” map shows these three districts, as well as Springfield School District (which intersects a small portion of the Eugene UGB) and Creswell School District (which is near but does not intersect the UGB) for reference.

Both Eugene and Bethel School Districts are “large school districts” as defined in ORS 195.110 and both districts have school facilities plans that determine their long term facility needs. The school districts’ plans, as required by law, include “an analysis of the land required for the 10-year period covered by the plan that is suitable, as permitted or conditional use, for school facilities inside the urban growth boundary.” The schools must identify their “school facility needs based on population



growth projections and land use designations contained in the city or county comprehensive plan.”

Statutes require that, “[i]f a large school district determines that there is an inadequate supply of suitable land for school facilities for the 10-year period covered by the school facility plan, the city or county or both, and the large school district shall cooperate in identifying land for school facilities and take necessary actions, including, but not limited to . . . adding one or more sites designated for school facilities to an urban growth boundary.” ORS 195.110(6).

II. DETERMINATION OF NEED FOR NEW SCHOOL SITE

Eugene School District 4J, through the *Eugene School District 4J Facilities Long-Range Plan (2013-2014)*, has determined that there is an adequate supply of suitable land for its school facilities within the current Eugene UGB. As documented in 4J’s plan, which is a 10-year plan approved in 2013 to comply with ORS 195.110, enrollment in 4J has been declining for more than three decades and enrollment projections show that enrollment will continue to decline. In addition to declining enrollment, 4J currently owns multiple school properties that are identified as surplus or reserve, meaning that 4J owns more land than it currently needs. The plan focuses on replacing, renovating and remodeling existing aging school buildings within 4J to serve current and future student populations.

Bethel School District has identified the need for one new school facility to serve the fast-growing population in Eugene’s Bethel neighborhood, in northwest Eugene. Bethel School District’s needs are explained and discussed in the *Bethel School District 2013 Long Range Facilities Plan* (a 20-year plan created in accordance with ORS 195.110). The Bethel School District boundary covers northwest Eugene (Bethel and parts of River Road/Santa Clara) and extends beyond the current UGB towards Fern Ridge Reservoir (see map above). Bethel’s plan documents historic enrollment trends, enrollment forecasts, capacity of existing school facilities and an assessment of existing conditions of schools.

In terms of historical enrollment trends, Bethel’s student enrollment increased from 4,464 to 5,544 students between the 1995/96 and the 2010/11 school years. The average annual growth rate over this period was 1.4 percent or about 70 students per year. Enrollment forecasts show that the Bethel School District will add about 700 additional students by 2032. Of these additional students, approximately 525 are forecasted for elementary and middle school students.

The District’s analysis of the existing schools shows a capacity deficit, which means there is not adequate room within the existing schools to accommodate the projected increase in students. The plan states that when a school approaches 90% capacity, the School District begins to evaluate options either for increasing capacity at the school or shifting enrollment or programs (if possible) to a school with more capacity. As of 2012, the plan estimates that only two of the five elementary schools were operating at under 80% capacity, while one elementary school and both of the K-8 schools were operating at or above 90% capacity. The additional students forecasted would push all of those schools beyond the 90% capacity threshold during the planning period.

Aware of this need for some time, Bethel School District has purchased parcels in the area of need as acquisition opportunities have arisen. The District now owns approximately 80 undeveloped acres near the Eugene UGB. As demonstrated in the analysis, below, the City does not assume that the land owned by the District is the correct expansion area. The following analysis determines which land is appropriate for a UGB expansion for the needed school site based on Statewide Planning Goal 14.

III. CHARACTERISTICS OF NEEDED SCHOOL SITE

Statewide Planning Goal 14 requires that the “[e]stablishment and change of the [urban growth] boundaries shall be based on the following: (1) Demonstrated need to accommodate long-range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and (2) Demonstrated need for . . . schools. In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.” See also OAR 660-024-0040(1), (7). The site characteristics below, identified in coordination with the City of Eugene and Bethel School District, are necessary for land to be suitable for the needed school facility.

A new school site would need to have a number of characteristics to meet the needs of the District. In order to be developed by the District, the site must be located within the district boundaries. Within those boundaries, there are more specific location-based, and other, characteristics needed in the new school site.

Within the first category of “location-based site characteristics,” this analysis will consider both issues of feasible development of a new school, and district-specific issues of distribution to serve their student population. Bethel School District serves students both inside and outside of the Eugene UGB. Because it serves urban populations, state statute mandates that all Bethel school facilities must be located within the urban growth boundary. Therefore, the new school site must be either within the current UGB or near enough to be brought into the UGB.

The school district is also responsible for planning the distribution of its schools to best serve its current and projected population. The majority of the forecasted growth is in the western portion of the district, near the current edge of the UGB, putting a particular strain on those schools. To appropriately serve this area of forecasted growth, the new school site should be located west of Terry Street.

The District has also established a pattern of maximizing efficient use of their resources while providing equitable distribution by collocating schools of different types while separating schools of the same type by a minimum of half a mile when possible. Because the identified need is for an elementary, middle or K-8 school, the new school site should be at least half a mile from an existing elementary, middle or K-8 school facility.

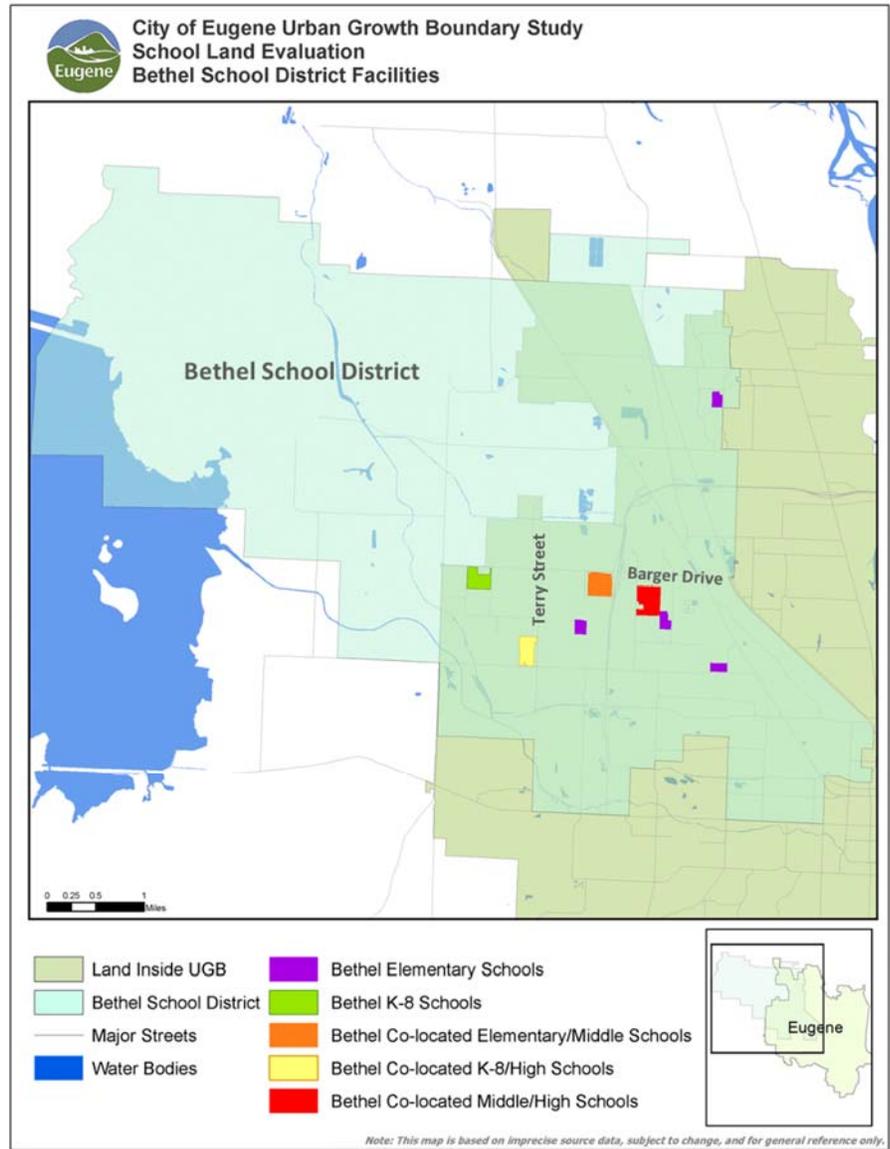
In addition to simple distance between school facilities, the District must consider equitable distribution of school facilities within the district boundaries as a whole. At this time, all but one of the Districts’ schools (Irving Elementary) are located south of Barger Drive. Irving Elementary is located near the eastern boundary of the district (see map – “Bethel School District Facilities”). In order to provide more equitable distribution of schools, the area north of Barger Drive has been identified as a desired location for a new school site.

Compatibility with adjacent uses is another important consideration. For health, safety and equity considerations, the new school site should be adjacent to an urban residential neighborhood. This maximizes the number of students who are able to live in close proximity to the school, which in turn enhances the safety and accessibility of the school by active modes of transportation such as walking or bicycling. Conversely, dangerous or hazardous areas, such as land adjacent to the airport (which is

located in the center of Bethel School District) or heavy industrial (which is prominent in the northern portion of Bethel School District), should be avoided when selecting a new school site.

Beyond identifying general areas that are appropriate for a new school site (“location-based site characteristics”), individual properties also need certain characteristics to meet the need for a new school site (“other site characteristics”). These characteristics include the needed size and buildability of sites, access via appropriate roads, and legal ability of the District to develop the site.

Given the anticipated shortfall, the District expects to need additional capacity for Kindergarten through 8th grade. The forecasted need is for a minimum of 25 acres of buildable land for an elementary, middle or K-8 school, depending on enrollment. The plan also states an intention to collocate schools where possible, indicating a preference for a larger site that could accommodate multiple facilities. Of the existing schools, both high schools and both middle schools are collocated on sites with other schools, as shown on the map above. For the current need, however, 25 buildable acres is the size criteria for a new school site.



For this analysis, three factors are considered with regard to what constitutes “buildable acres.” Based on the current Bethel School District facilities, a site or portion of a site must be 330 feet wide to be considered buildable¹. Other constraints that make a site or portion of a site unbuildable are Goal 5 environmental protections and the Special Flood Hazard Area.

¹ The narrowest built portion of a school site for the current Bethel School District facilities is 330 feet (southwestern corner of Willamette High School site). In this case, there is less than 50 feet of clearance on either side of the building along the narrow width.

Because school facilities create significant foot and vehicular traffic, it is important that the new school site be located adjacent to a street designated as an existing or planned arterial or collector. These streets are designed for pedestrian connectivity and higher volumes of traffic.

In order to develop and operate the school facility, thereby meeting the identified need, the School District must have the rights to do so. Therefore, in addition to the location and type of site, availability for School District ownership must be considered in this evaluation. In summary, the site characteristics below are necessary for land to be suitable for the needed school facility.

Summary

Location-based Site Characteristics:

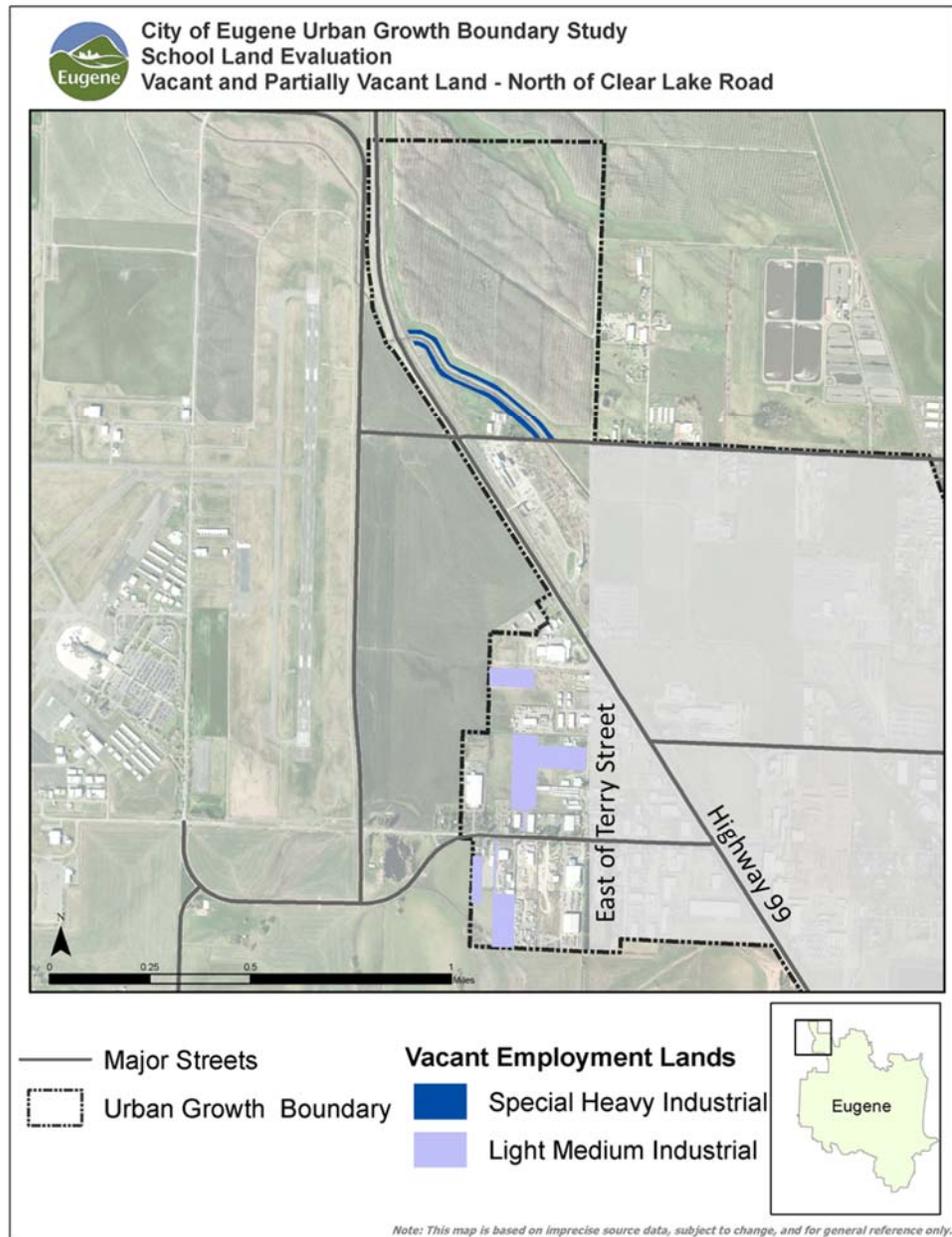
- **Distribution.** These characteristics provide for equitable distribution of schools within the school district, considering forecasted population and current facilities:
 - North of Barger Drive and west of Terry Street
 - Greater than one-half mile from an existing elementary, middle or K-8 school
- **Compatibility with surrounding uses.** This characteristic prevents the school from being sited in a dangerous or hazardous area, either through mechanical or environmental hazards.
 - Not adjacent to areas designated for incompatible uses (such as airport or heavy industrial)
- **Adjacency to urban residential neighborhoods.** This characteristic provides a site that is safely accessible to active modes of transportation, including walking and bicycling, for students and staff, as well as maximizing the number of students who are able to live in close proximity to the school.
 - Adjacent to an existing or planned urban residential neighborhood

Other Site Characteristics:

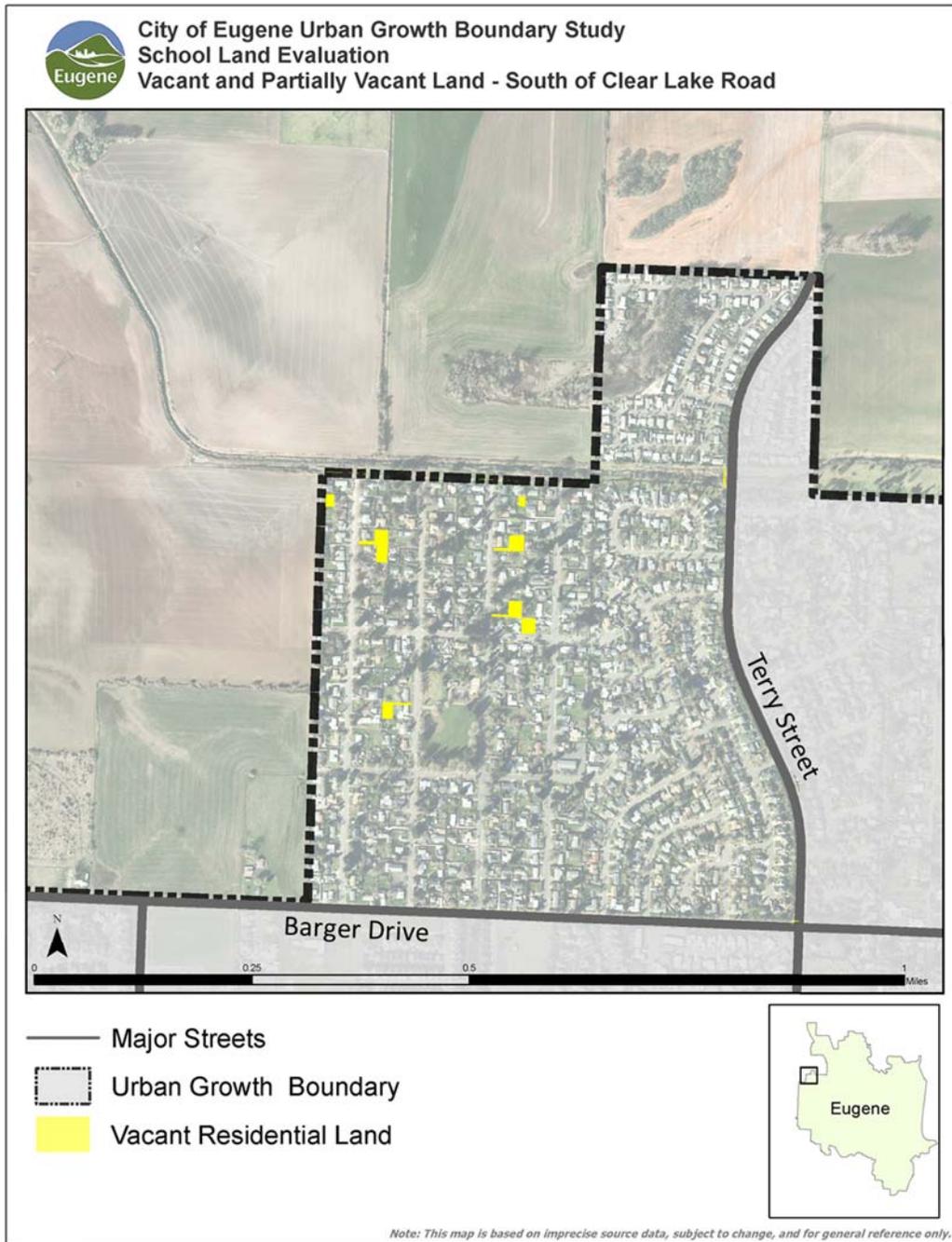
- **Size.** This characteristic ensures that the future school site is of an appropriate size and configuration for the intended use:
 - Minimum buildable size (at least 330' wide) of 25 acres
- **Reasonably unconstrained/available for school use.** These characteristics ensure that the site will not be constrained from development for its intended use by environmental constraints or hazardous conditions such as the Special Flood Hazard Area.
 - Not committed to conflicting uses or environmental protections
 - Not severely encumbered with development constraints (such as the Special Flood Hazard Area)
- **Accessibility.** This characteristic ensures that the future school is fronting a street that carries or is intended to carry higher volumes of traffic, has or will have a high degree of connectivity, and provides or is intended to provide for pedestrian, bicycle and transit travel:
 - Located on existing or planned collector or arterial street
- **Availability for school ownership.** This characteristic ensures that the future school can be developed by the School District, as evidenced by existing District ownership or a willing seller.
 - Owned or available to be owned by the School District for purposes of school development

IV. DETERMINATION OF NEED FOR EXPANSION (Screening of Sites Within Current UGB)

Before evaluating land outside of the urban growth boundary, the City is required to determine whether the school need can be met with land already within the UGB. As described by the first “Distribution” characteristic above the needed site must be west of Terry Street and north of Barger Drive. Due to the configuration of the current UGB, there are two separate areas of land inside the current UGB that are west of Terry Street and north of Barger Drive (north of Clear Lake Road and South of Clear Lake Road). The northern area (north of Clear Lake Road and west of where Terry Street would be if it extended north) includes some vacant land (there is no partially vacant land in this area), which is shown in the map “Vacant and Partially Vacant Land – North of Clear Lake Road”. This area is entirely composed of industrial land that is distant from urban neighborhoods and is therefore clearly unsuitable for school siting based on the needed characteristics described above.



The southern area, near the intersection of Terry Street and Barger Drive, is designated Residential. The City’s Buildable Lands Inventory shows only eight vacant (and no partially vacant) sites in this area (see “Vacant and Partially Vacant Land – South of Clear Lake Road” map). None of these sites are larger than 0.3 acres, and most of these sites are isolated from each other. These factors of size and location require the City to conclude that there is insufficient available land within the urban growth boundary with the characteristics needed for a new school site. Because of the lack of available land, an expansion of the urban growth boundary is necessary to accommodate a school facility for Bethel.



V. ANALYSIS OF LAND FOR UGB EXPANSION

ORS 197.298(1) and OAR 660-024-0060(1) set out a “priority” system among four land categories. The categories are described below. The order of priority is the order in which the categories are listed, highest (a) to lowest (d). This priority system begins with the general rule that cities will expand onto land in the highest-priority land category, expanding onto lower priority land only if the higher-priority land is “inadequate to accommodate the amount of land needed.” ORS 197.298(b), (c) and (d). A number of regulations, together, direct the way in which the City must apply the priority system. In the case of land for a school, they include: ORS 197.298, the locational factors of Statewide Planning Goal 14 and OAR 660-024-0060(1), (5) and (6).

ORS 197.298 provides:

- (1) In addition to any requirements established by rule addressing urbanization, land may not be included within an urban growth boundary except under the following priorities:
 - (a) First priority is land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan. *[Note: Eugene has no land in this category.]*
 - (b) If land under paragraph (a) of this subsection is inadequate to accommodate the amount of land needed, second priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land. Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.
 - (c) If land under paragraphs (a) and (b) of this subsection is inadequate to accommodate the amount of land needed, third priority is land designated as marginal land pursuant to ORS 197.247 (1991 Edition). *[Note: the study area has no land in this category.]*
 - (d) If land under paragraphs (a) to (c) of this subsection is inadequate to accommodate the amount of land needed, fourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.
- (2) Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.
- (3) Land of lower priority under subsection (1) of this section may be included in an urban growth boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated in subsection (1) of this section for one or more of the following reasons:
 - (a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;
 - (b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or
 - (c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

Statewide Planning Goal 14 provides:

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

- (1) Efficient accommodation of identified land needs;

- (2) Orderly and economic provision of public facilities and services;
- (3) Comparative environmental, energy, economic and social consequences; and
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

OAR 660-024-0060 provides:

- (1) When considering a UGB amendment, a local government must determine which land to add by evaluating alternative boundary locations. This determination must be consistent with the priority of land specified in ORS 197.298 and the boundary location factors of Goal 14, as follows:
 - (a) Beginning with the highest priority of land available, a local government must determine which land in that priority is suitable to accommodate the need deficiency determined under OAR 660-024-0050.
 - (b) If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.
 - (c) If the amount of suitable land in the first priority category is not adequate to satisfy the identified need deficiency, a local government must determine which land in the next priority is suitable to accommodate the remaining need, and proceed using the same method specified in subsections (a) and (b) of this section until the land need is accommodated.
 - (d) Notwithstanding subsection (a) to (c) of this section, a local government may consider land of lower priority as specified in ORS 197.298(3).
 - (e) For purposes of this rule, the determination of suitable land to accommodate land needs must include consideration of any suitability characteristics specified under section (5) of this rule, as well as other provisions of law applicable in determining whether land is buildable or suitable.

* * *

- (5) If a local government has specified characteristics such as parcel size, topography, or proximity that are necessary for land to be suitable for an identified need, the local government may limit its consideration to land that has the specified characteristics when it conducts the boundary location alternatives analysis and applies ORS 197.298.
- (6) The adopted findings for UGB adoption or amendment must describe or map all of the alternative areas evaluated in the boundary location alternatives analysis. If the analysis involves more than one parcel or area within a particular priority category in ORS 197.298 for which circumstances are the same, these parcels or areas may be considered and evaluated as a single group.

a. Establish the Study Area / Candidate Land for Evaluation

To identify the right location for its urban growth boundary expansion, the City of Eugene established a very expansive study area that includes all land west of Interstate 5² and south of the McKenzie River within ½ mile of Eugene’s current UGB or within the Eugene-Springfield Metropolitan Area General Plan boundary (which extends beyond ½ mile in some areas). The study area includes some additional land to

² The acknowledged regional comprehensive plan (the Metro Plan) provides that “[t]he division of responsibility for metropolitan planning between the two cities is the Interstate 5 Highway.” ORS 197.304 requires Eugene and Springfield to establish separate UGBs “consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan.”

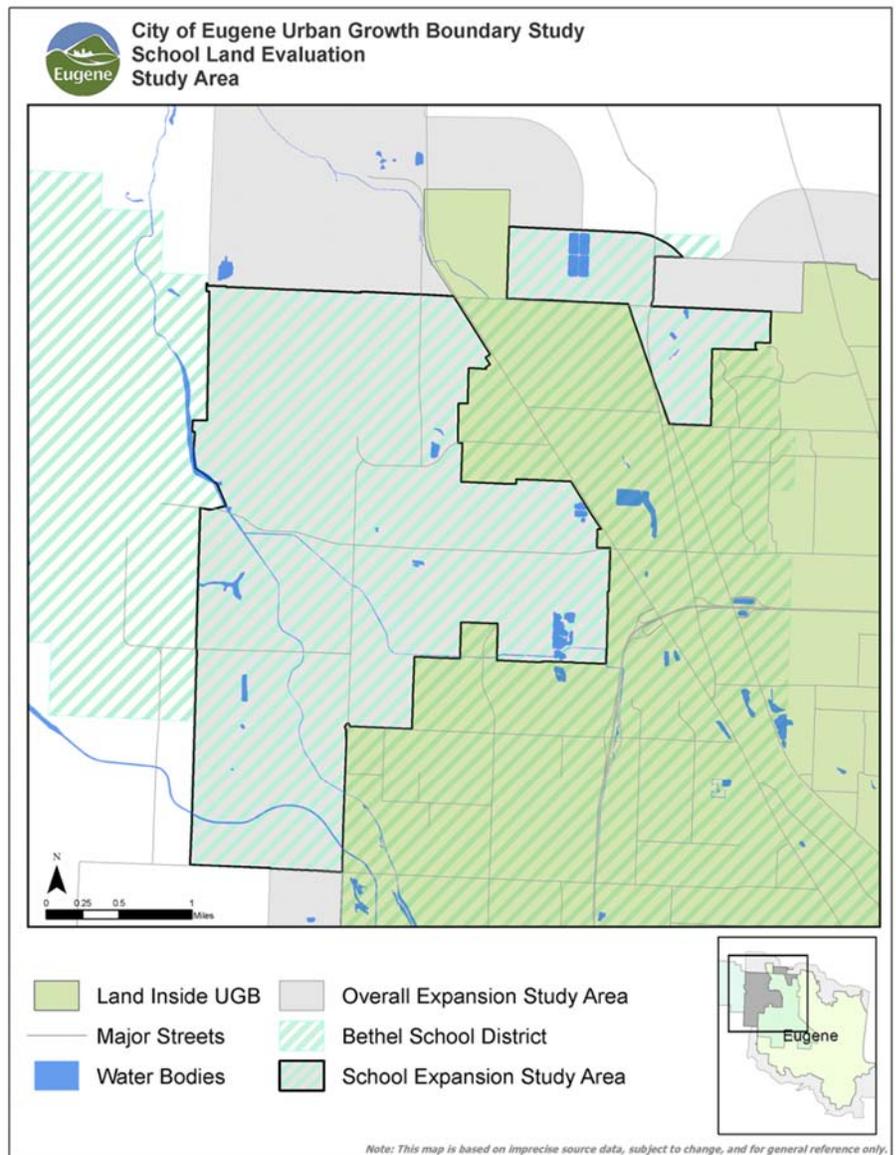
allow for analysis of exception areas or non-resource areas that abut the current UGB and extend beyond the study area described above.

For purposes of determining how the City of Eugene would meet its need for an additional school site for the Bethel School District area, the study area was narrowed to include only the land within the school district boundaries.

Eugene’s study area for a school site includes all land that is:

- (1) Within Bethel School District’s Boundaries; and
- (2) Within one or more of these categories:
 - (a) within one-half mile from the current UGB;
 - (b) beyond one-half mile from the current UGB, but within the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) boundary; or
 - (c) beyond one-half mile from the current UGB, but part of an exception area or nonresource area (see ORS 197.298(1)(b)) that abuts the current UGB.

The location of the study area is shown in the “Study Area” map. It includes about 5,338 acres, or 21,400% of the 25 acre land need.



b. Categorize Candidate Land into the Four Priority Categories of ORS 197.298(1)/(ORS 197.298(1)(b))

ORS 197.298(1) requires the City to identify the land in its study area as follows:

- First Priority Land: land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan
- Second Priority Land: land identified in the Lane County Rural Comprehensive Plan or the Metro Plan as an exception area or non-resource land, including resource land that is completely surrounded by exception areas unless such resource land is high-value farmland
- Third Priority Land: land designated as marginal land in the Lane County Rural Comprehensive Plan
- Fourth Priority Land: land designated in the Lane County Rural Comprehensive Plan or the Metro Plan for agriculture or forestry, or both.

As required by state law, these priority categories are based on comprehensive plan land use designations. Therefore, the first map below, “Land Use Designations,” shows the designations of both the Metro Plan and the Lane County Rural Comprehensive Plan as they apply inside the study area. Some land use designations in the Metro Plan are substantially the same as those used in the Lane County Rural Comprehensive Plan (e.g. the Agriculture designation in Metro Plan and the Agricultural designation in the Lane County Rural Comprehensive Plan). For these designations, the “Land Use Designations” map and this study use a generic designation (e.g. Agriculture). The base designations shown on this map are aggregated into priority categories, which are shown on the second map, “Priority Categories of Candidate Land.”

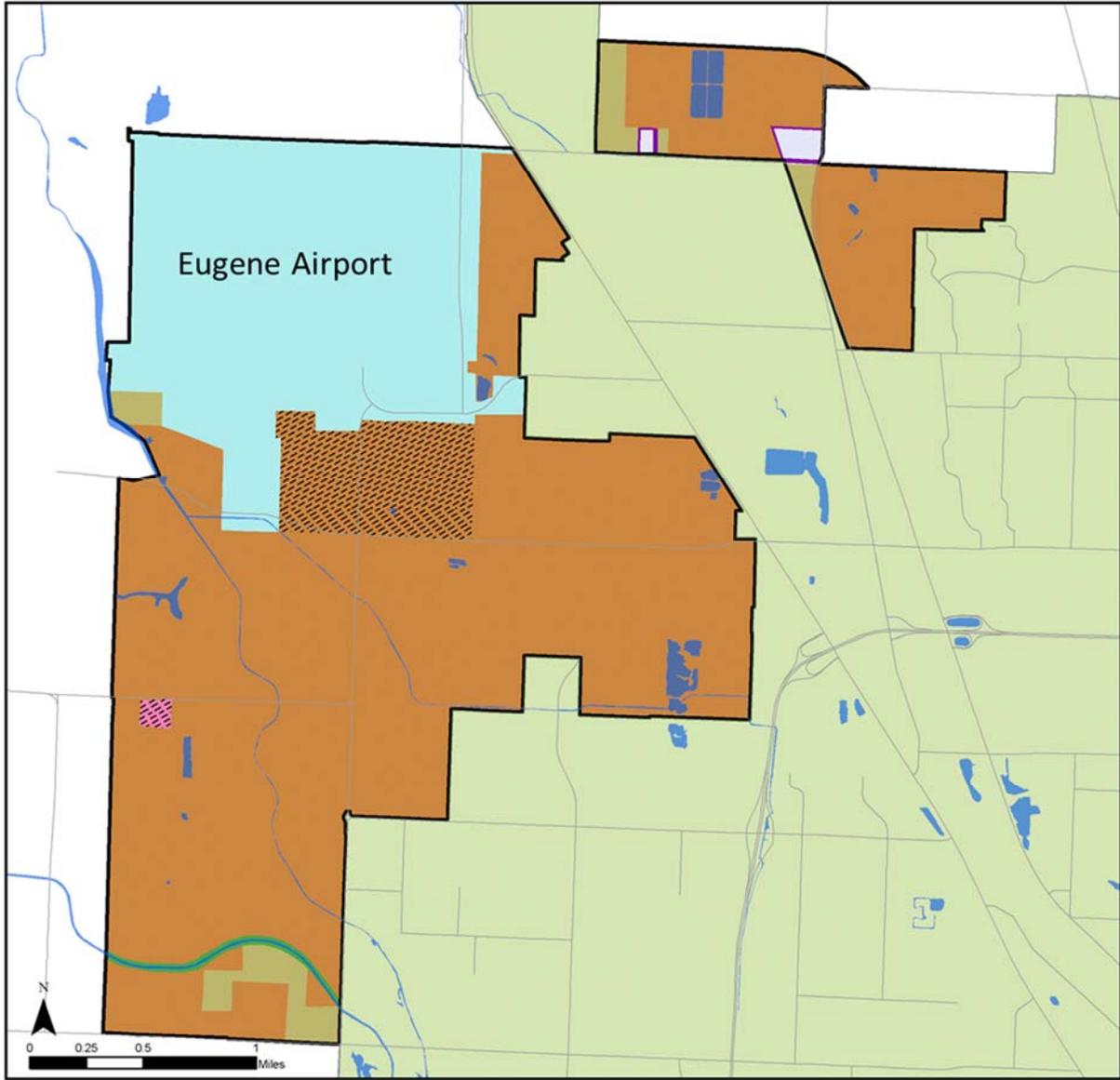
In Eugene’s school expansion study area, there are no lands designated as urban reserves (See ORS 197.298(1)(a), above) or as marginal land ((c), above); therefore there are no first priority or third priority lands included on the map or in the analysis that follows. Land within the study area that does not fall into any of the four priority categories is identified on the Priority Categories of Candidate Land map as “Other Lands.”³

In addition to forming the basis for the priority category of candidate land, land use designations are referenced in the subsequent analysis to identify proximity of candidate land to incompatible uses (such as heavy industrial or airport), or desired uses (such as urban residential neighborhoods). These land use designations include those within the study area and those adjacent to the study area. For ease of reference, these designations are shown on the third map below, “Contextual Land Use Designations.”

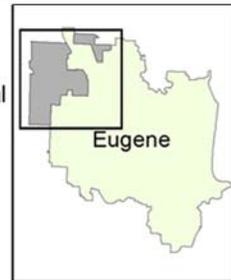
³ These lands include those designated for Sand and Gravel, Airport Reserve, and Parks and Open Space, as well as a small portion of a tax lot designated Government and Education for which no exception was required.



**City of Eugene Urban Growth Boundary Study
School Land Evaluation
Land Use Designations**



- | | | |
|-----------------|--|-------------------|
| Land Inside UGB | Comprehensive Plan Designations | Rural Residential |
| Major Streets | Government & Education | Rural Commercial |
| Water Bodies | Parks and Open Space | Airport Reserve |
| | Agriculture | Rural Industrial |

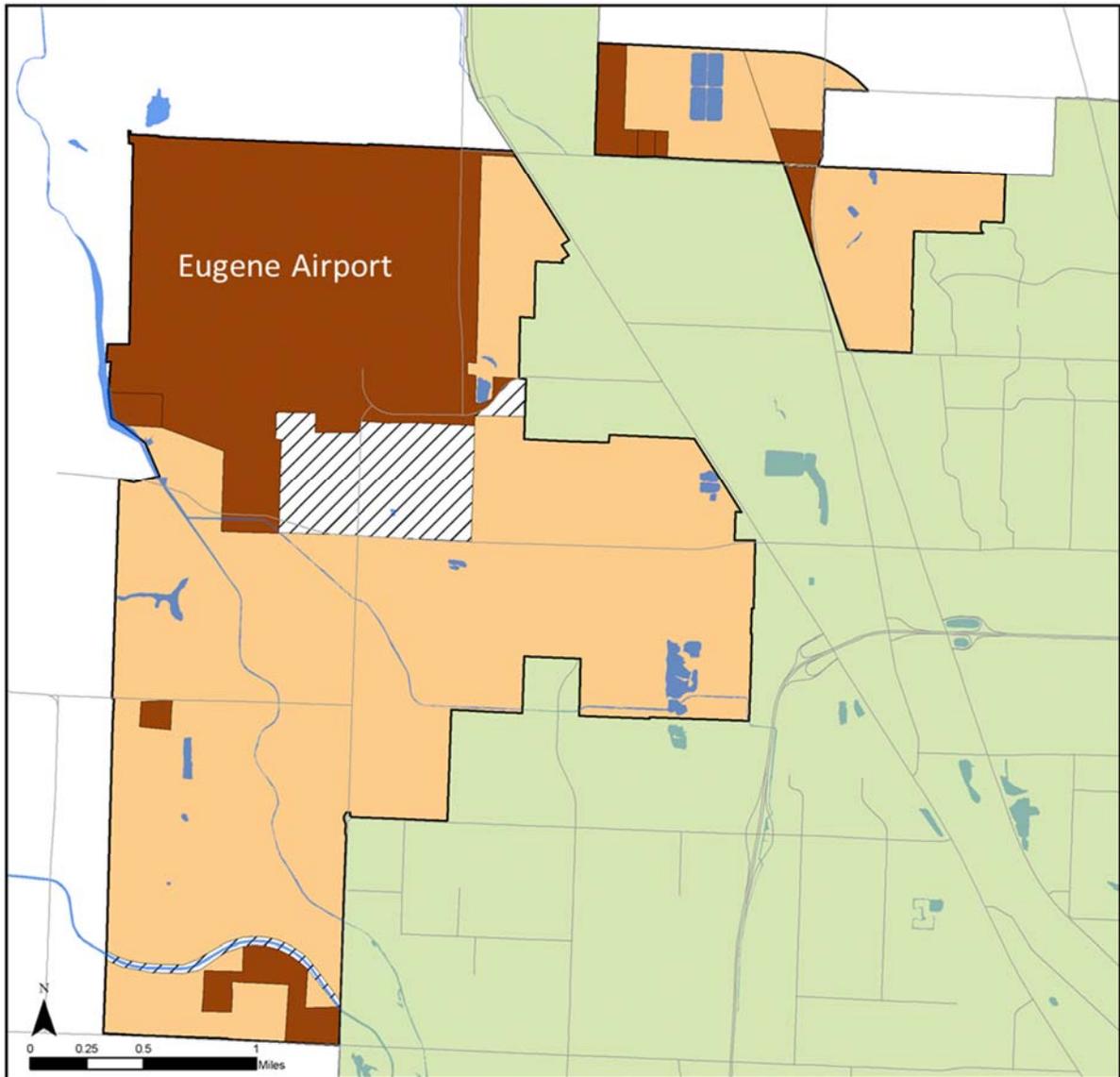


Note: This map is based on imprecise source data, subject to change, and for general reference only.

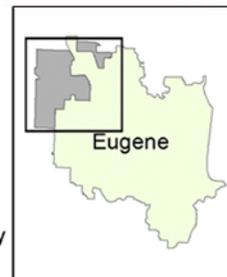
Date PDF Saved: 8/24/2016



City of Eugene Urban Growth Boundary Study
School Land Evaluation
Priority Categories of Candidate Land



- | | |
|-----------------|--|
| Land Inside UGB | Land Types |
| Major Streets | Priority 2 |
| Water Bodies | Priority 3 (None) |
| | Priority 4 |
| | Other Lands - land that does not fall within any priority category |

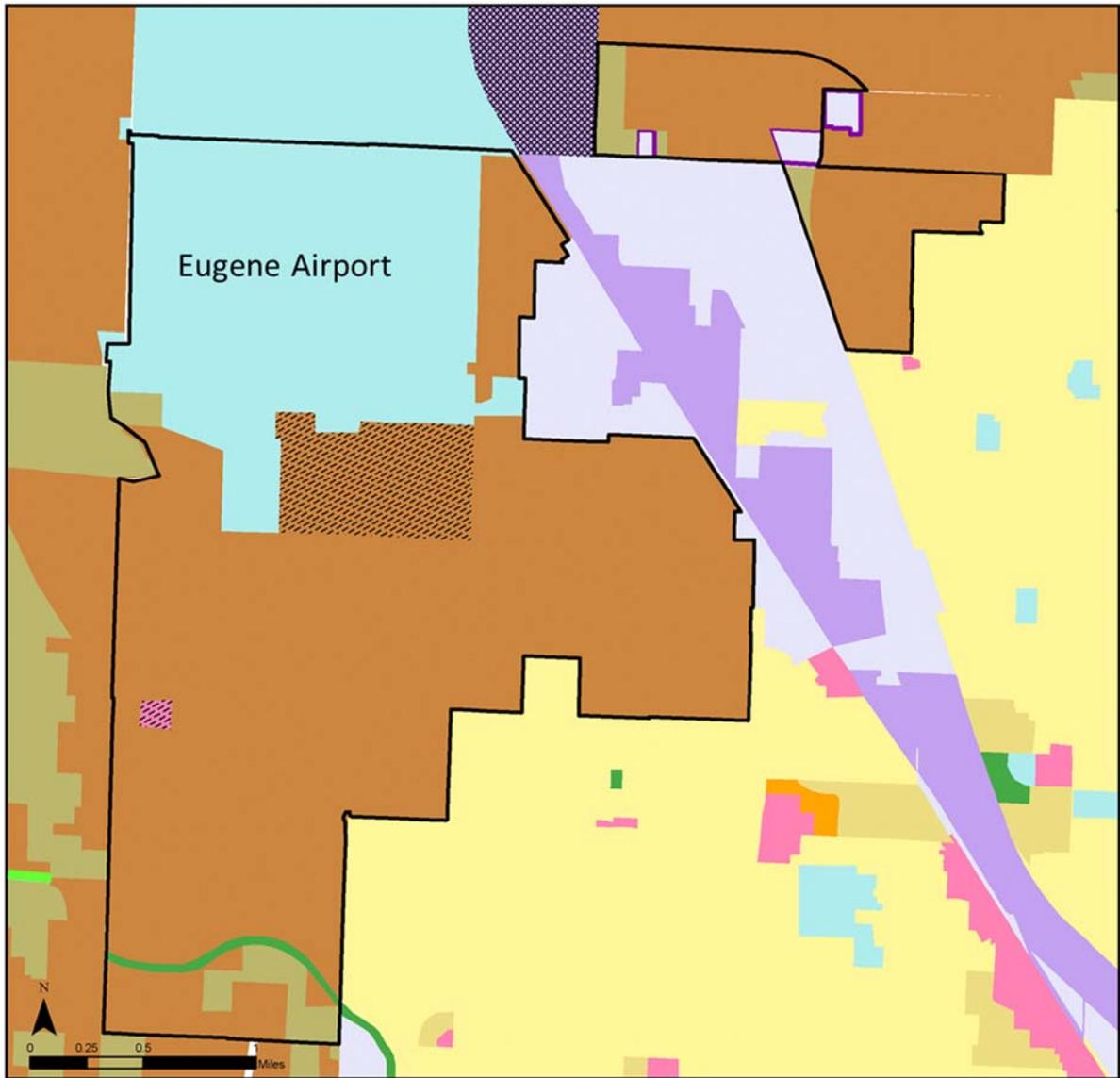


Note: This map is based on imprecise source data, subject to change, and for general reference only.

Date PDF Saved: 5/27/2018



City of Eugene Urban Growth Boundary Study
 School Land Evaluation
 Contextual Land Use Designations



- | | | |
|--|--------------------------|-------------------|
| — School Study Area Boundary | Heavy Industrial | Agriculture |
| Comprehensive Plan Designations | Special Heavy Industrial | Rural Residential |
| Low Density Urban Residential | Light Medium Industrial | Rural Commercial |
| Medium Density Urban Residential | Government & Education | Rural Industrial |
| High Density Urban Residential | Parks and Open Space | Airport Reserve |
| Commercial | Natural Resource | |



Note: This map is based on imprecise source data, subject to change, and for general reference only.

Date PDF Saved: 8/26/2018

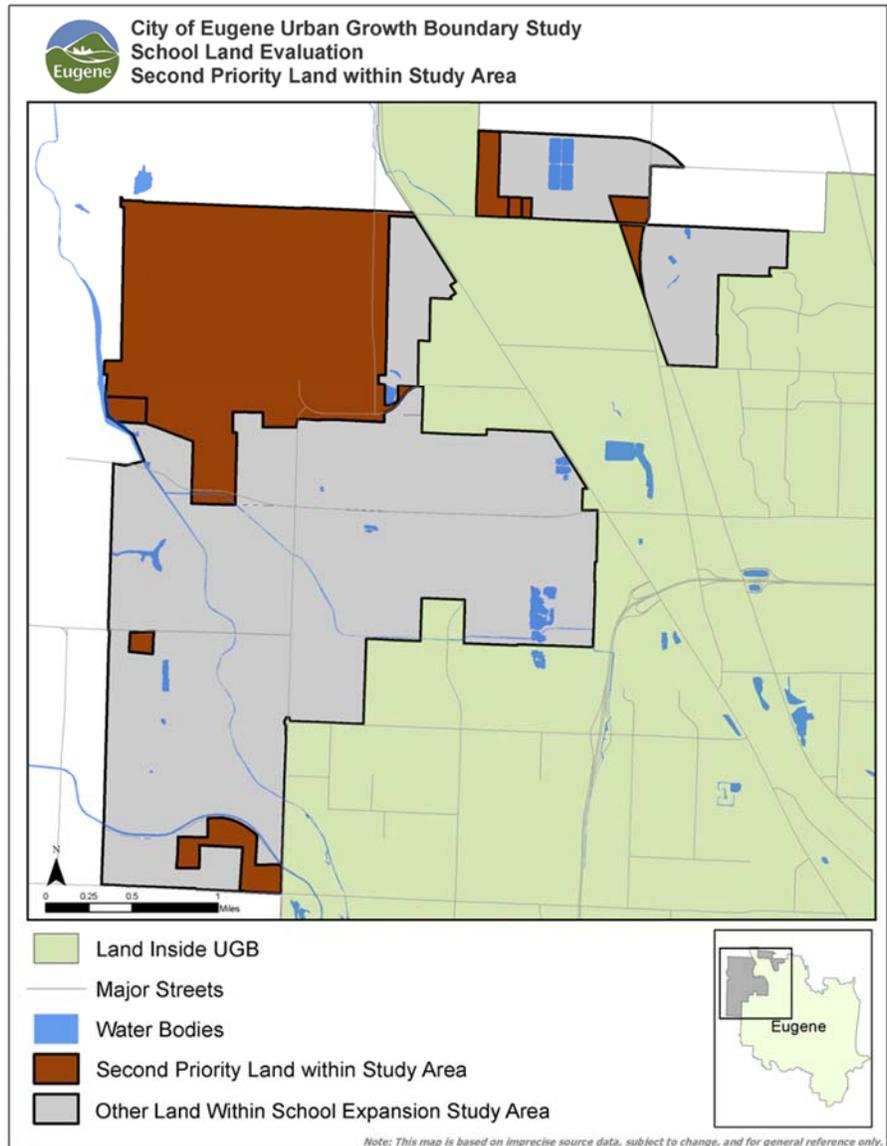
c. First Priority Land – Apply State’s Factors for Dismissal of Candidate Land

There is no land designated for urban reserves around Eugene. Therefore, there is no first priority land to consider for the proposed UGB expansion.

d. Second Priority Land – Apply State’s Factors for Dismissal of Candidate Land

The school expansion study area includes 1,518 acres of second priority land, shown on the Second Priority Land within Study Area map below. There are five distinct areas of second priority land. As shown on the map above entitled “Land Use Designations,” the largest area of second priority land in the study area is the Eugene Airport, designated “Government and Education” (Metro Plan), and “Airport” (Lane County Rural Comp Plan). The other second priority areas are designated “Rural Residential” (Metro Plan), “Rural Commercial” (Metro Plan), “Residential” (Lane County), and a single tax lot of “Industrial” (Lane County).

The determination of the City’s need for an additional school site to serve the Bethel School District is discussed above under Section II, while Section III addresses the characteristics required to make a site suitable for a school expansion. These site characteristics fall into two categories: location-based and other site characteristics. Analysis of location-based site characteristics (below) is the first step in evaluating whether any of the second priority land in the study area has the characteristics necessary to make it suitable to accommodate the needed school facility.



(1) Dismiss Candidate Land without Needed “Location-based” Site Characteristics

Location-based Site Characteristics:

- **Distribution.**
 - North of Barger Drive and west of Terry Street
 - Greater than one-half mile from an existing elementary, middle or K-8 school
- **Compatibility with surrounding uses.**
 - Not adjacent to areas designated for incompatible uses (such as airport or heavy industrial)
- **Adjacency to urban residential neighborhoods.**
 - Adjacent to an existing or planned urban residential neighborhood– See “Contextual Land Use Designations” map for reference.

The map below, Second Priority Land: Location-based Site Characteristics, is a visual representation of this analysis.⁴

Distribution

- *Dismissal of Land South of Barger Drive or East of Terry Street*

Three areas of second priority land are located south of Barger Drive or east of Terry Street. The southern-most area of second priority land (72.6 acres) and the two eastern-most areas of second priority land (54.2 acres and 53.5 acres) are therefore outside of the established needed location. Therefore, these areas are dismissed from further consideration.

- *Dismissal of Land within Half a Mile of an Existing Elementary or K-8 School*

None of second priority land is within half a mile of an existing Elementary or K-8 school.

Compatibility with surrounding uses

- *Dismissal of Land that is Adjacent to Areas Designated for Incompatible Uses (Such as Airport or Heavy Industrial)*

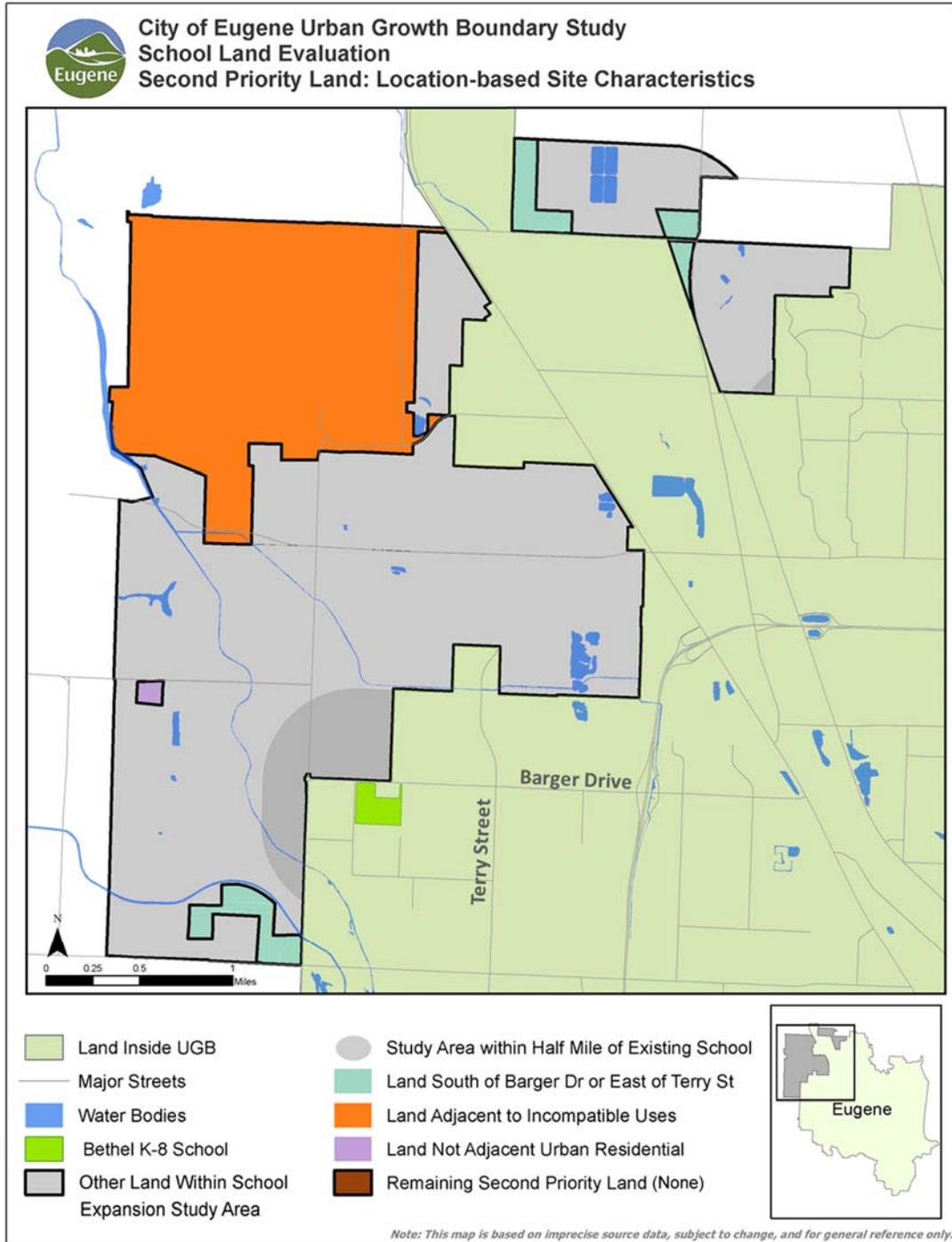
The largest area of second priority land is 1,324.4 acres designated Government and Education, which is owned and used by the Eugene Airport, an important Goal 12 transportation facility. A small area of land designated Rural Residential is adjacent to the western edge of the Airport. Even if a portion of this land were available for school siting, it would be incompatible as it would be adjacent to airport operations. For these reasons, this area is dismissed from further consideration.

⁴ All maps in this analysis represent site characteristics in the order they are listed. For example, land that is dismissed because it is south of Barger Drive or East of Terry Street may also be dismissed because it is not adjacent to urban residential neighborhoods. However, it would only show on the map as being dismissed for the first noted site characteristic.

Adjacency to urban residential neighborhoods

- *Dismissal of Land that is not Adjacent to an Existing or Planned Urban Residential Neighborhood*

The remaining area of second priority land is approximately 11 acres designated Rural Commercial on Bodenhamer Road, surrounded by land designated Agriculture. This area is significantly separated from the current urban growth boundary, and therefore remote from existing or planned urban residential neighborhoods, making it unsuitable for school siting. For this reason, the area is dismissed from further consideration.



(2) Conclusion for Second Priority Land within School Expansion Study Area

The location-based site characteristics needed for the new Bethel school facility are not present on any second priority land within the study area. Based on the analysis above, the City has determined that there are no potential sites of second priority land within the study area.

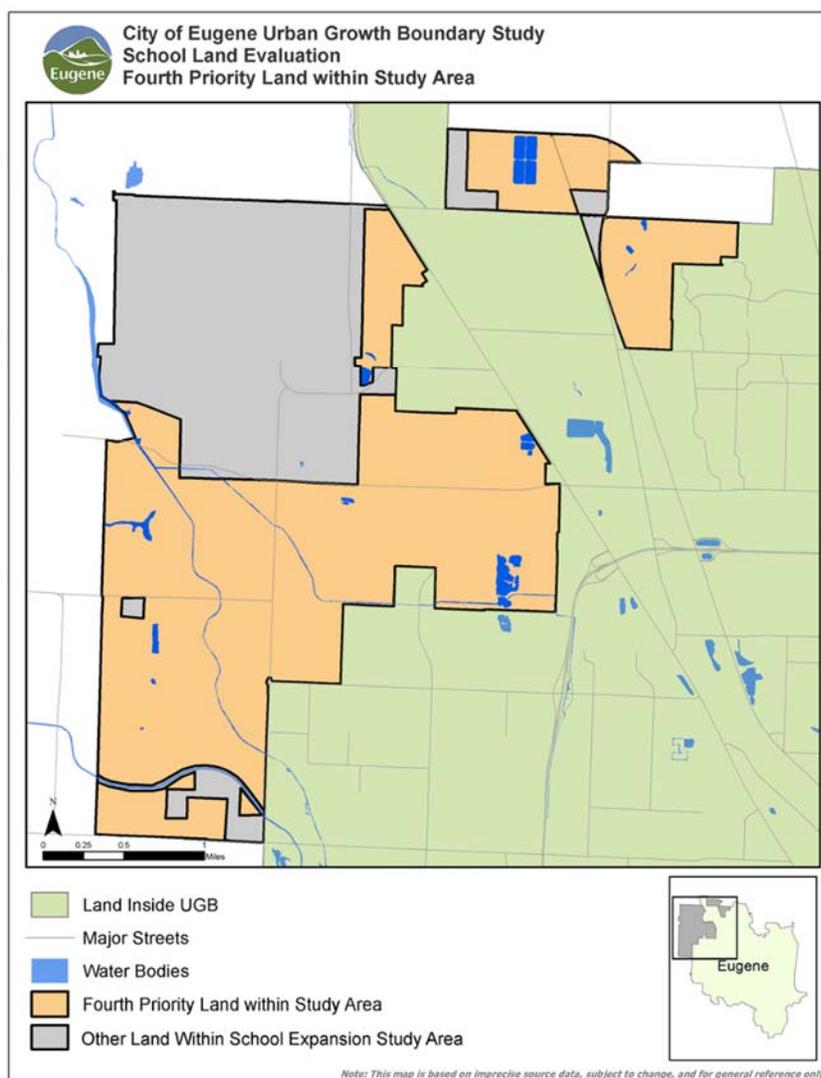
e. Third Priority Land – Apply State’s Factors for Dismissal of Candidate Land

There is no land designated as marginal land within the study area. Therefore, there is no third priority land to consider for the proposed school expansion.

f. Fourth Priority Land – Apply State’s Factors for Dismissal of Candidate Land

The school expansion study area includes 3,477 acres of fourth priority land, shown on the Fourth Priority Land within Study Area map below. All of the fourth priority land in the study area is designated Agriculture.

The determination of the City’s need for an additional school site to serve the Bethel School District is discussed above under Section II, while Section III addresses the characteristics required to make a site suitable for a school expansion. These site characteristics fall into two categories: location-based and other site characteristics. Analysis of location-based site characteristics (below) is the first step in evaluating whether any of the fourth priority land in the study area has the characteristics necessary to make it suitable to accommodate the needed school facility.



(1) Dismiss Candidate Land without Needed “Location-based” Site Characteristics

Location-based Site Characteristics:

- **Distribution.**
 - North of Barger Drive and west of Terry Street
 - Greater than one-half mile from an existing elementary, middle or K-8 school
- **Compatibility with surrounding uses.**
 - Not adjacent to areas designated for incompatible uses (such as airport or heavy industrial)
- **Adjacency to urban residential neighborhoods.**
 - Adjacent to an existing or planned urban residential neighborhood– See “Contextual Land Use Designations” map for reference.

The map below, “Fourth Priority Land: Location-based Site Characteristics,” is a visual representation of this analysis.

Distribution

- *Dismissal of Land South of Barger Drive or East of Terry Street*

562.1 acres of fourth priority candidate land are located south of Barger Drive, and 1,046.0 acres are located east of Terry Street. These 1,608.1 acres are therefore outside of the established needed location and are dismissed from further considerations.

- *Dismissal of Land within Half a Mile of an Existing Elementary or K-8 School*

265.3 acres of fourth priority candidate land are located within half a mile of an existing Elementary or K-8 school. That land is dismissed from further consideration. 6.1 acres of this are also east of Terry Street, while 79.2 acres are also south of Barger Drive and are therefore dismissed under both criteria.

Compatibility with surrounding uses

- *Dismissal of Land that is Adjacent to Areas Designated for Incompatible Uses (Such as Airport or Heavy Industrial)*

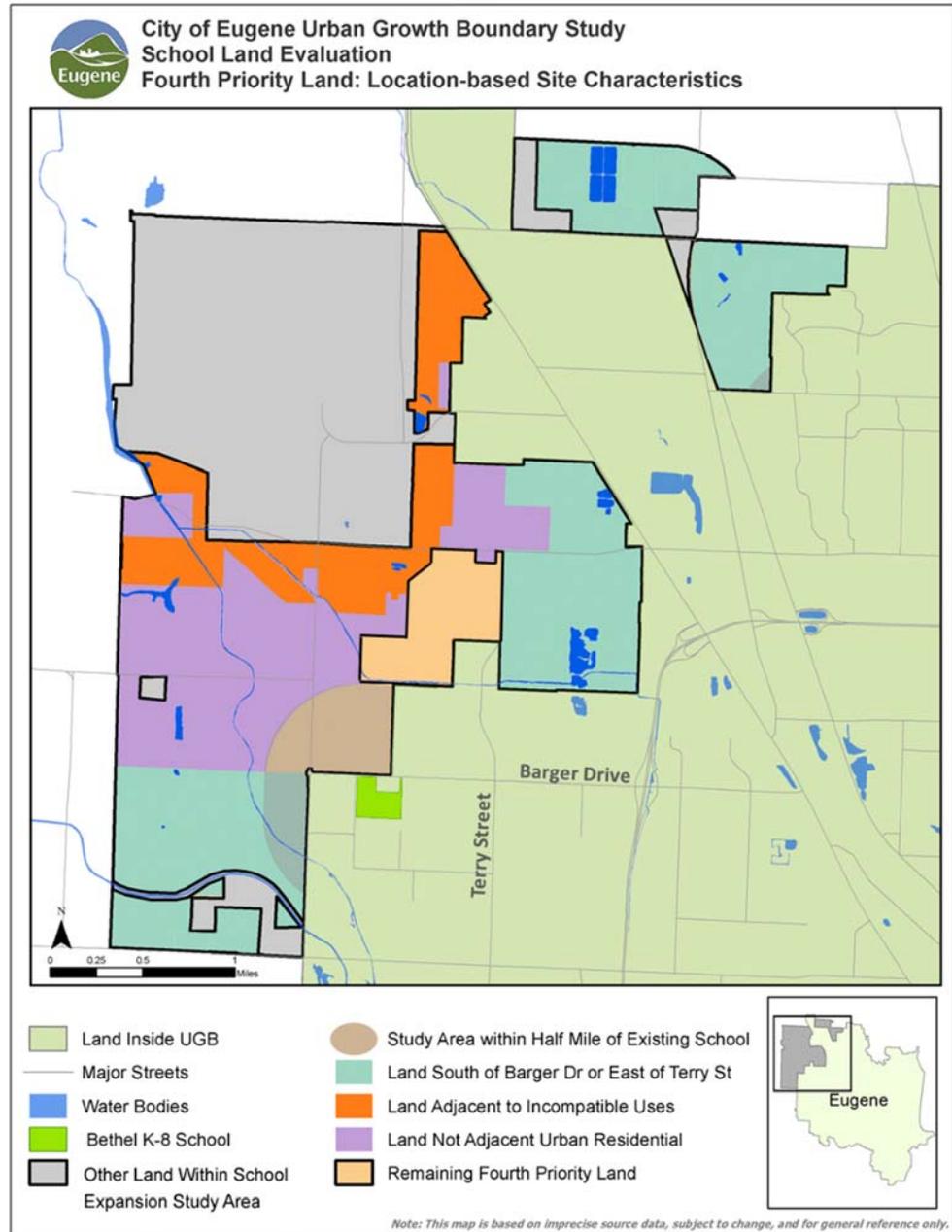
550.0 acres of fourth priority candidate land are on tax lots adjacent to land designated either for the airport, airport reserves, or heavy industrial. All of the land dismissed for adjacency to incompatible uses would also be dismissed as removed from urban residential neighborhoods.

Adjacency to urban residential neighborhoods

- *Dismissal of Land that is not Adjacent to an Existing or Planned Urban Residential Neighborhood*

879.0 acres of fourth priority candidate land are dismissed from further consideration because they are located on tax lots that are not adjacent to existing or planned urban residential neighborhoods. An additional 48.1 acres are on tax lots adjacent to urban residential

neighborhoods where the adjacent portion of the tax lot is within half a mile of an existing elementary or K-8 school, causing the entire tax lot to be unsuitable for school siting.

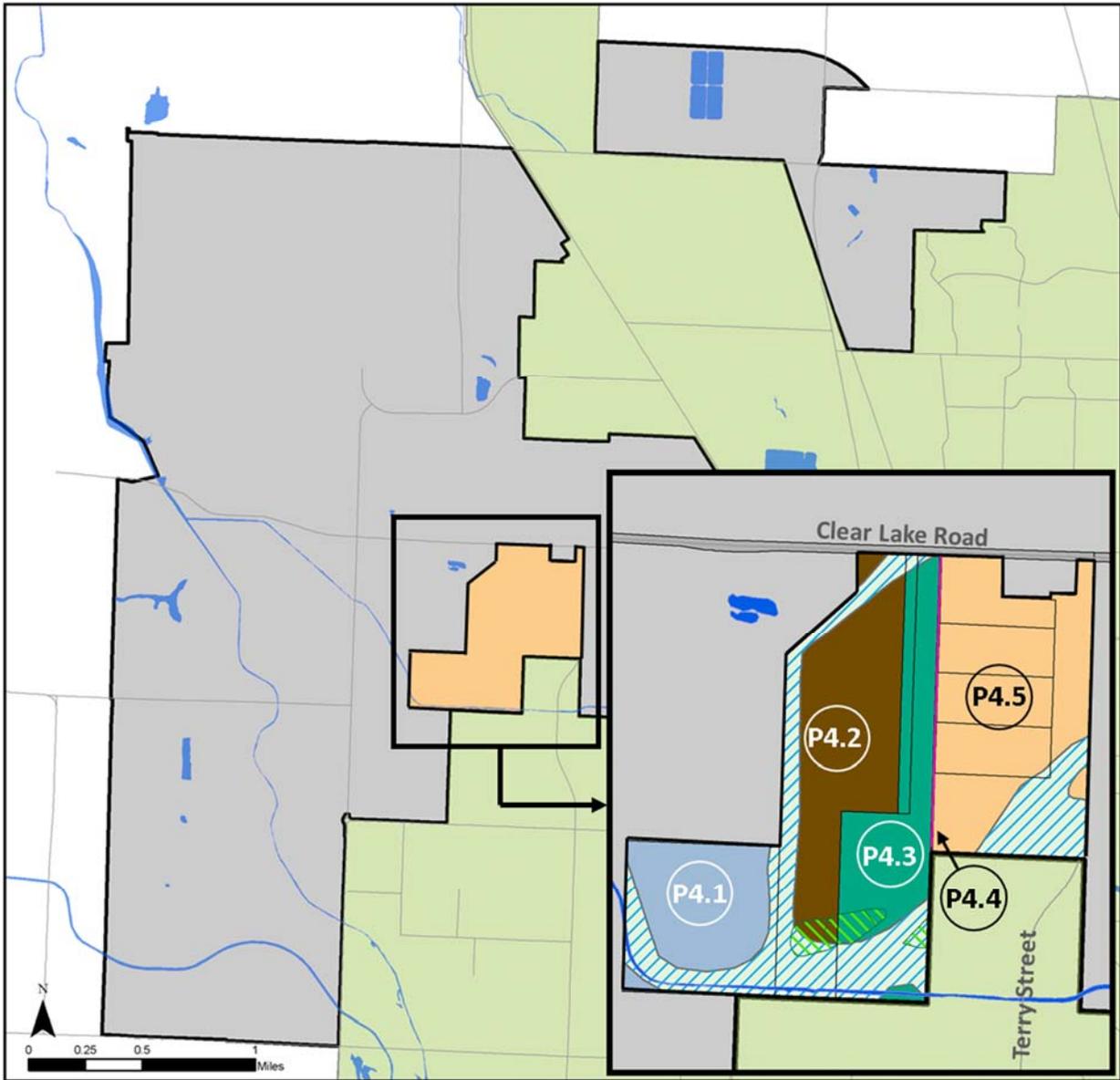


Summary

After dismissing candidate land without appropriate location-based site characteristics, 222.7 acres (891% of the needed 25 acres) of fourth priority land remains for further evaluation. Based on tax lot ownership, the remaining ten tax lots form five potential school sites (labeled P4.1, P4.2, P4.3, P4.4 and P4.5).



**City of Eugene Urban Growth Boundary Study
School Land Evaluation
Fourth Priority Land: Other Site Characteristics**



- | | |
|--------------------------------|--|
| Land Inside UGB | Sites of Fewer than 25 Buildable Acres |
| Major Streets | Special Flood Hazard Area |
| Taxlots | Land with Goal 5 Protections |
| Water Bodies | Sites of Insufficient Size after Constraints |
| School Expansion Study Area | Sites without Collector or Arterial Access |
| Remaining Fourth Priority Land | Sites Unavailable for School Ownership |



Note: This map is based on imprecise source data, subject to change, and for general reference only.

Date PDF Saved: 7/14/2016

(2) Dismiss Candidate Land without Other Needed Site Characteristics

The next step is to evaluate the remaining fourth priority land in terms of the other needed site characteristics.

Other Site Characteristics:

- **Size.**
 - Minimum buildable size (at least 330' wide) of 25 acres
- **Reasonably unconstrained/available for school use.**
 - Not committed to conflicting uses or environmental protections
 - Not severely encumbered with development constraints (such as the Special Flood Hazard Area)
- **Accessibility.**
 - Located on existing or planned collector or arterial street ("Major Streets" on all study maps)
- **Availability for school ownership.**
 - Owned or available to be owned by the School District for purposes of school development

The map above, Fourth Priority Land: Other Site Characteristics, is a visual representation of this analysis.

Size

- *Dismissal of Sites with Fewer than 25 Buildable Acres*

The narrow strip of land ("P4.4") that connects Clear Lake Road to a tax lot primarily inside the current urban growth boundary is approximately one acre total, far less than the needed 25 acres. Due to insufficient size, site P4.4 is dismissed from further consideration.

The site composed of two tax lots immediately to the west of site P4.4 (P4.3) is only 294 feet wide (less than the 330 feet needed to be considered buildable), for a considerable length of the site. The portion of the site with sufficient width is 30.3 acres.

Reasonably unconstrained/available for school use

- *Dismissal of Land with Goal 5 Protections or within FEMA Flood Zones (Special Flood Hazard Area)*

All four remaining sites of sufficient size (labeled P4.1, P4.2, P4.3 and P4.5 on the map above) are constrained by the Special Flood Hazard Area to some extent. Sites P4.2 and P4.3 are also constrained by Goal 5 protections. For sites P4.1, P4.2 and P4.5, these constraints do not reduce the buildable acreage of any site below 25 acres. For site P4.3, given the insufficiently wide portion of this site, the buildable acreage of the site after constraints is 15.8 acres, and therefore unsuitable for school siting. Due to insufficient unconstrained land, site P4.3 is dismissed from further consideration.

Accessibility

- *Dismissal of Land that is not Accessible by an Existing or Planned Arterial or Collector Street*

The two streets that qualify as an “existing or planned arterial or collector street” adjacent to the remaining candidate land are Terry Street and Clear Lake Road, which are both existing major collectors. Site P4.1 is a 40.1-acre tax lot that is not accessible by either of these streets. The other remaining sites are all accessible by one or (in the case of site P4.5) both of these streets. Due to insufficient accessibility, site P4.1 is dismissed from further consideration.

Availability for school ownership

- *Dismissal of Land that is not Available for School Ownership*

Site P4.2 is owned by the Eugene Water and Electric Board for future development of utility facilities, and is unavailable for school purchase. Therefore, site P4.2 is dismissed from further consideration.

In anticipation of the need for additional school facilities, Bethel School District has made efforts to purchase land in the appropriate area for over a decade. The District was able to purchase site P4.5 for future school siting with the intent of co-locating two schools on the site, in keeping with best practices for the District.

Summary

After dismissing candidate land without appropriate site characteristics, 73.9 acres of site P4.5 remains as the only site that meets all of the required site characteristics for the school expansion. This site has excellent accessibility via two collector streets, one of which runs directly through an urban residential neighborhood to which the site is adjacent. While 14.0 acres of this site is constrained or isolated by the Special Flood Hazard Area, the remaining 59.9 acres are buildable and available for school siting. Pursuant to its own long-range planning needs, Bethel School District purchased this suitable land when it had the opportunity to do so. All of the remaining land is already owned by Bethel School District.

(3) Conclusion for Fourth Priority Land within School Expansion Study Area

The 73.9 acres of site P4.5 that meet the site requirements for school siting are more than is required for the current needed expansion. The site is composed of five tax lots, as shown on the “Fourth Priority Land: Other Site Characteristics” map, above. In order to accommodate the School District’s needs while keeping the expansion to the minimum necessary, the tax lots are evaluated below for their ability to meet the site characteristics.

The largest tax lot is the only one of the five adjacent to the urban residential neighborhood and the current urban growth boundary. As such, it is essential to meeting the site requirements. This tax lot is 34.1 total acres, of which 13.7 are constrained or isolated by the Special Flood Hazard Area, and therefore unbuildable. The unconstrained portion of this tax lot consists of two distinct areas of 9.5 acres to the south and 10.9 acres to the north. The 10.9-acre area is unbuildable as a stand-alone area due to a width of only 321 feet. Neither of these areas is sufficient for the school siting, therefore

additional land must be considered for expansion. In order to maximize buildable area and proximity to the residential neighborhood, the other tax lots are evaluated from south to north.

The southernmost of the small tax lots is 10.0 total acres, of which 0.3 is constrained by the Special Flood Hazard Area. The 9.7 buildable acres of this site connects the two portions of the largest tax lot to create a contiguous buildable area of 30.1 acres. As a total amount, this meets the requirement for 25 acres. However, the configuration of this area narrows to a smallest width of only 230 feet just north of the Special Flood Hazard Area, and continues north in an extended area of 321 feet wide from that point 1,463 feet north to Clear Lake Road, narrowing even further to 150 feet in width for the last 300 feet. This area of narrow width reduces the buildable area to 20.5 acres, which is insufficient for school siting.

The next southernmost tax lot is 10.0 unconstrained acres, which if added to the two lots evaluated above, would result in a 54.1 acre expansion, of which 40.1 is unconstrained. The addition of this 10 acre tax lot would reduce the length of the narrow portion of the site to approximately 1,028 feet. With the narrow portion removed from consideration as buildable, the remaining area is 33.2 acres of buildable land (see map "Fourth Priority Land: Other Site Characteristics"), enough to meet the School District's needs.

Given that these three tax lots of site P4.5 are sufficient to meet all of the site characteristics needed for the proposed school expansion, the two additional tax lots in the northwestern corner of the land owned by Bethel School District are in excess of the District's needs. Therefore, that portion of the site P4.5 will not be considered for expansion at this time.

VI. Conclusion – Land to be Added to Eugene’s UGB for School Use

Based on the above findings and analysis, the City finds that the area identified below in the “Site Selected for School Expansion” map is the UGB expansion site for a new school to meet the needs of the Bethel School District.

