



**Eugene City Council**

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# EUGENE CITY COUNCIL AGENDA

June 24, 2019

**5:30 p.m. CITY COUNCIL WORK SESSION**  
**Harris Hall, 125 East 8<sup>th</sup> Avenue**  
**Eugene, Oregon 97401**

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**Meeting of June 24, 2019;**  
**Her Honor Mayor Lucy Vinis Presiding**

**Councilors**

Betty Taylor, President  
Mike Clark  
Chris Pryor  
Jennifer Yeh

Emily Semple, Vice President  
Greg Evans  
Claire Syrett  
Alan Zelenka

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**5:30 p.m. CITY COUNCIL WORK SESSION**  
**Harris Hall, 125 East 8<sup>th</sup> Avenue**  
**Eugene, Oregon 97401**

- 1. Committee Reports and Items of Interest**
- 2. WORK SESSION: Urban Reserves Planning**
- 3. WORK SESSION: 2021 Update**

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El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

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# EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



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## Work Session: Urban Reserves Planning

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Meeting Date: June 24, 2019  
Department: Planning and Development  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: 2  
Staff Contact: Rebecca Gershow  
Contact Telephone Number: 541-682-8816

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### **ISSUE STATEMENT**

Staff will provide City Council with an update on the Urban Reserves planning work to date. The work session is informational, however feedback is requested. Staff will return in the fall with urban reserves alternatives for your consideration.

### **BACKGROUND**

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

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

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

On [November 27, 2017](#), staff provided the Eugene Planning Commission with an introduction and overview of urban reserves planning. The Eugene Planning Commission reviewed the draft Project Charter and Public Involvement Plan on [May 8, 2018](#). Following that meeting, staff presented the project to the Lane County Planning Commission twice, on [May 15, 2018](#), and [June 5, 2018](#), to the Eugene City Council on [June 11, 2018](#), and to the Lane County Board of Commissioners on [June 19, 2018](#). On [June 25, 2018](#), the Eugene Planning Commission approved the Urban Reserves Public Involvement Plan, and on [July 10, 2018](#), they recommended a Planning Commissioner to participate on the Envision Eugene Technical Advisory Committee, or EETAC.

Staff provided the Eugene Planning Commission with a project update on [May 20, 2019](#), and on the following evening, on [May 21, 2019](#), staff presented the project to the Lane County Planning Commission. On [June 11, 2019](#), staff gave the Lane County Board of Commissioners a project update. As project-related questions arise, we are updating the FAQ's on our [project web page](#) for the public to be able to review.

### WORK TO DATE

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



We are currently wrapping up Phase 2, Technical Analysis and moving into Option Development, which is shown graphically in the Urban Reserves Outreach Process (**Attachment A**). The technical analysis has been a multi-step process focused on identifying the amount of land needed for urban reserves; identifying land in the study area that is developable; and beginning to identify the developable land that would be suitable for urban reserves.

The last time a project update was provided the City Council, staff was nearing completion of the Project Initiation phase. Key work since that time is summarized below with more information in the Technical Analysis Supplement, **Attachment B**.

### ***Urban Reserves Technical Analysis***

The order of analysis and minimum elements included in urban reserves planning work is laid out by state rules, particularly Oregon Administrative Rules, Chapter 660, Division 21. Staff is following this structure, which is generally described below, and outlined in **Attachment C**, Urban Reserves Outline for Analysis.

The three key components of the Technical Analysis include development of the Urban Reserves Land *Need* Model; Study Area; and Land *Supply* Model.

The importance of this work for the success of the project cannot be overstated; it is critical to setting the stage for Urban Reserves decision-making. Please see **Attachment B**, Technical Analysis Supplement.

### ***Suitability Analysis***

Work is beginning on the next step in the analysis; identifying developable land that would be “suitable” for urban reserves.<sup>a</sup> Staff is evaluating the developable land in the study area by considering it in terms of the following “locational” factors, then dismissing land that, on balance, would be unsuitable for urban reserves based on this evaluation:

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

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

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

### ***Additional Project Partners***

A wide variety of agencies, stakeholder groups and members of the public have been involved in urban reserves planning to date:

Over the summer of 2018, staff recruited, and the City Manager appointed the 13-member **Envision Eugene Technical Advisory Committee**, which was established to provide technical advice to staff on growth management issues, primarily the Growth Monitoring and Urban Reserves projects. The EETAC has met nine times since October 2018 and has been critical in reviewing and providing input on the Urban Reserves technical analysis.

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

Members of the EETAC include a City Councilor (Jennifer Yeh), Eugene Planning Commissioner and Sustainability Commissioner; representatives from the Lane County Homebuilders Association, Eugene Chamber of Commerce, 1000 Friends of Oregon, and Beyond Toxics; a local realtor and appraiser, and interested citizens from inside and outside the UGB.

It is worth mentioning that urban reserves planning cannot succeed without the strong collaboration of **Lane County** as a critical project partner. County staff are key participants on the **Project Management Team**, which includes City and County staff tasked with carrying out the project in accordance with the Project Charter. The PMT has been meeting monthly since January 2018. County staff have also been active participants in the Service Provider Working Group. A Lane County Transportation Advisory Committee representative is participating on the TBL Sounding Board, as well as a county resident on behalf of the Neighborhood Leaders Council. A county resident also participates on the EETAC. City and County staff are working closely together to ensure County interests are represented in urban reserves planning.

Other project partners include a diverse list of **interested parties** who are kept up to date on Urban Reserves through a monthly newsletter and a regularly updated webpage with project information and a study area web map. Public notice has been sent twice—in September 2018 and May 2019—to approximately 1,500 urban reserves **study area (County) residents**. Over 100 participants visited the Urban Reserves area at the City's Planning Division Project Fair on October 5, 2018 and June 5, 2019. Area-specific meetings will be held in the Fall. See the Project Participation list for more project partners (**Attachment D**).

### ***Growth Monitoring Coordination***

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

### ***City Council Decision-Making***

The Eugene City Council and Lane County Board of Commissioners have joint decision-making authority in the urban reserves project, including the following:

- Review and provide input on the Public Involvement Plan and Project Charter
- Receive updates and provide direction to the Project Management Team throughout the planning process
- Provide direction on a proposed urban reserve option (by January 2020)
- Convene public hearings, consider the Planning Commission recommendations, and act to adopt by Ordinance the urban reserves proposal as spelled out in state statute (Fall 2020).

## **NEXT STEPS**

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

As directed by Council in 2015, the project Charter calls for delivering an Urban Reserves proposal for the City Council and Lane County Board of Commissioners to consider by January 2020. Once direction is given, staff will proceed with the formal adoption process to achieve the goal of having urban reserves adopted before council considers the first growth monitoring report, and any future potential changes to the UGB.

## **PREVIOUS COUNCIL DIRECTION**

Staff last gave a project update to the Eugene City Council on [June 11, 2018](#), at the completion of the project initiation phase. A variety of input was provided, but no direction was given.

## **COUNCIL OPTIONS**

Informational item only.

## **CITY MANAGER'S RECOMMENDATION**

None; informational only.

## **SUGGESTED MOTION**

None; informational only.

## **ATTACHMENTS**

- A. Outreach Process Graphic
- B. Technical Analysis Supplement
- C. Outline for Analysis
- D. Affiliated Groups and Participants
- E. Growth Monitoring-Urban Reserves Process Graphic

## **FOR MORE INFORMATION**

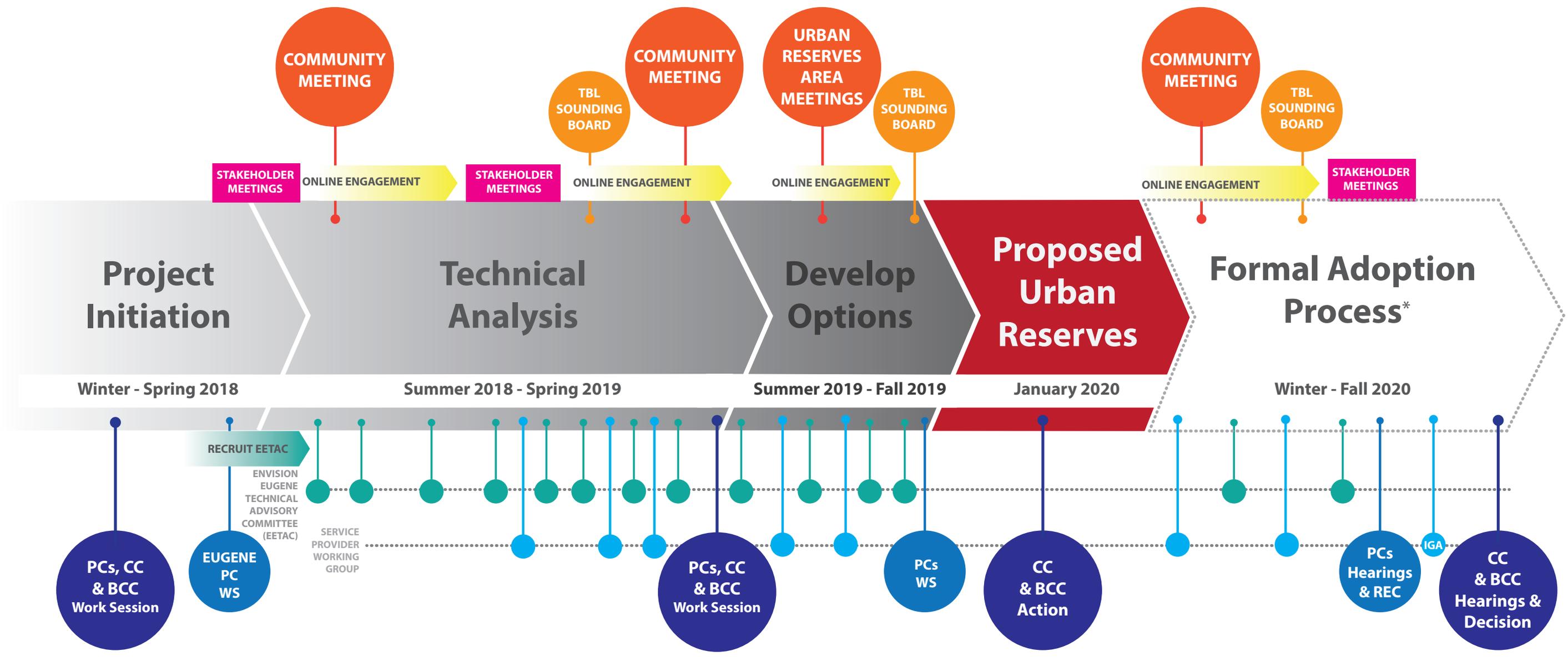
Staff Contact: Rebecca Gershow, Senior Planner Urban Reserves

Telephone: 541-682-8816

E-Mail: [rgershow@eugene-or.gov](mailto:rgershow@eugene-or.gov)

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

# URBAN RESERVES OUTREACH PROCESS



**ABBREVIATION KEY:**

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

\* Outreach as needed, depending on direction.

February 2019 update

**MEMORANDUM**

**To:** Eugene City Council  
**Date:** June 24, 2019  
**From:** Rebecca Gershow, City of Eugene Planning Division  
**Subject:** Urban Reserves Technical Analysis Supplement

This memorandum summarizes the technical analysis phase of Urban Reserves planning. Major elements include the Land Need Model; Study Area Development; and the Land Supply Model.

**Urban Reserves Land *Need* Model**

Over the summer and fall of 2018, the City contracted with ECONorthwest to retrofit the Land Sufficiency Model developed for estimating the amount of land needed and the development capacity of the 2012-2032 Buildable Lands Inventory (BLI) during the UGB expansion analysis. The result is the Urban Reserves Land Need Model (Land Need Model) – its purpose is to estimate the amount of land needed for residential, employment and other uses over the 2032-2062 Urban Reserves planning period. Key assumptions include:

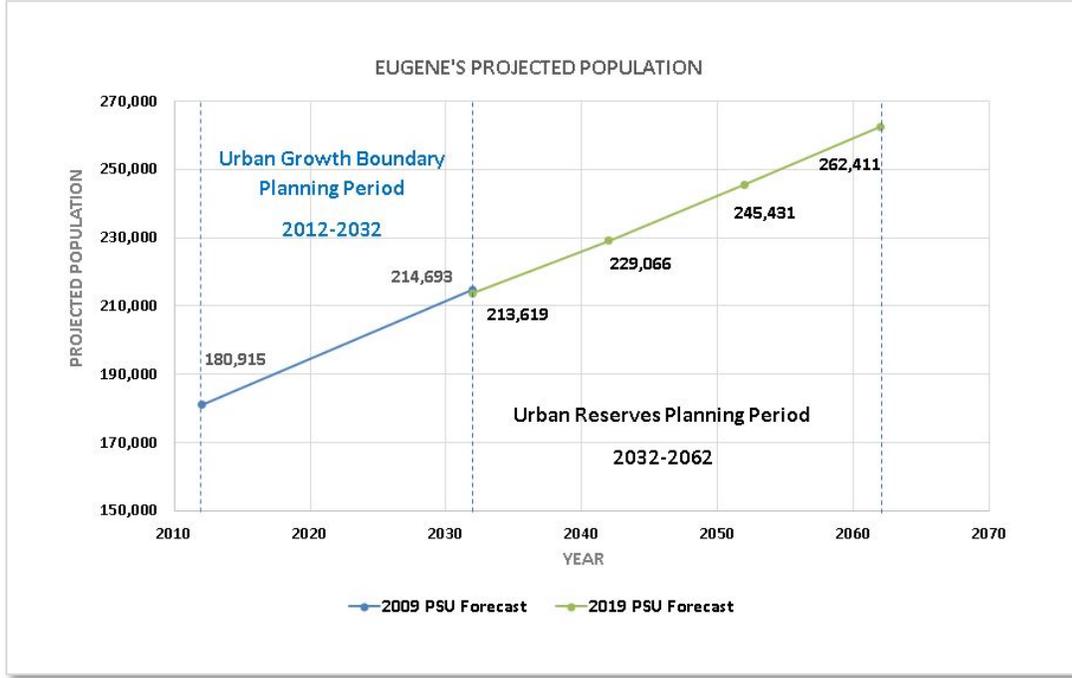
**Forecast Period**—The model calculates land needed for Urban Reserves ranging from a 10-year to a 30-year forecast period, or any years in between, depending on the population and employment assumptions input in the model. We show timeframes as 2032-2042; 2032-2052; or 2032-2062 for comparison purposes only.

**Land Demand and Capacity Assumptions**—Wherever possible, the same assumptions are used in the Urban Reserves Land Need Model as were used during the 2017 UGB analysis. Some of the assumptions incorporated into the Urban Reserves Land Need Model include average household size, vacancy rate, housing mix, and residential and employment densities.

**Employment Forecast**—The Land Need Model uses the 2017 Oregon Employment Department annual growth rate for Lane County of 1.07 percent, the most recent forecast available. It is based on the 10-year forecast for Lane County that is extrapolated through 2062.

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

## UGB and Urban Reserves Planning Periods and Population Forecasts



Based on Portland State University’s Draft 2019 Forecast for Eugene, the Land Need Model shows **up to 48,792 new residents** between 2032 and 2062, which is a growth rate of approximately 0.7 percent. In addition, using the 2017 Oregon Employment Department forecast, the Land Need Model projects **up to 56,008 new employees** in Eugene over the same time period. See the summary of proposed employment forecast and population forecast below.

Year	Employment growth	Employment change (from 2032)	Population growth	Population change (from 2032)
2032	148,460		213,619	
2042	165,177	16,716	229,067	15,448
2052	183,775	35,315	245,432	31,813
2062	204,468	56,008	262,412	48,792

Source: Oregon Employment Department (2017 Employment Forecast), Portland State University (2019 Draft Population Forecast), ECONorthwest, City of Eugene Urban Reserves Land Need Model

As shown in the following table, the Land Need Model also shows a need of **between 6,909 and 21,820 total new dwelling units**, depending on the planning period, for all structure types. This is based on

2019 population forecasts and assumptions moved forward from Envision Eugene, including average household size, vacancy rate, and persons in group quarters.

Structure type	Dwelling Units Needed for Urban Reserves			
	2032-2042	2032-2052	2032-2062	housing mix
Single-family detached DU	3,800	7,824	12,001	55%
Single-family attached DU	553	1,138	1,746	8%
Two to four DU	829	1,707	2,618	12%
Five or more DU	1,727	3,557	5,455	25%
<b>Total new dwelling units</b>	<b>6,909</b>	<b>14,226</b>	<b>21,820</b>	

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

Taking into consideration the Land Need Model’s residential and employment density assumptions moved forward from Envision Eugene, this translates to a need of **between 1,803 and 5,868 acres** of land for residential, employment, and other (public and semi-public) uses depending on the planning period, as shown in the table below. See the table on Page 10 for density assumptions for low density residential housing, shown as dwelling units/acre. Full details can be found in the “Land Need Model, May 2019 Update,” Assumptions and Capacity worksheets.

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

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

The Envision Eugene Technical Advisory Committee (EETAC) reviewed the Land Need Model assumptions and the resulting land demand identified over two meetings, on November 1 and November 15, 2018. Additional time was spent reviewing the 2019 Portland State University Draft Population Forecast and its implications for Urban Reserves, on April 18, 2019.

<sup>1</sup> These numbers are based on assumptions and data reviewed to date and are subject to change.  
Urban Reserves Technical Analysis Supplement

## Urban Reserves Study Area

Over the summer and fall of 2018, staff developed the Urban Reserves Study Area in accordance with the guidance in Oregon Administrative Rules 660, Divisions 21 (Urban Reserves) and 24 (Urban Growth Boundaries). The study area includes land at least one mile from the UGB, except for a few key exceptions:

- At the McKenzie River
- At I-5
- Where the Metro Plan boundary extends beyond one mile
- Where Priority 1 Exception Areas extend beyond one mile

The study area is consistent with the new guidelines for establishing a UGB study area, to streamline the UGB analysis in the future. Staff coordinated with a variety of partner agencies before setting the draft study area, including Lane County, neighboring jurisdictions (Springfield, Junction City), other public stakeholders (Eugene Airport, LCC, U of O, Bethel SD), and internal partners. There are approximately 25,800 acres in the Urban Reserves Study Area. It contains approximately 73 percent as much land as is within the Urban Growth Boundary (35,570 acres).

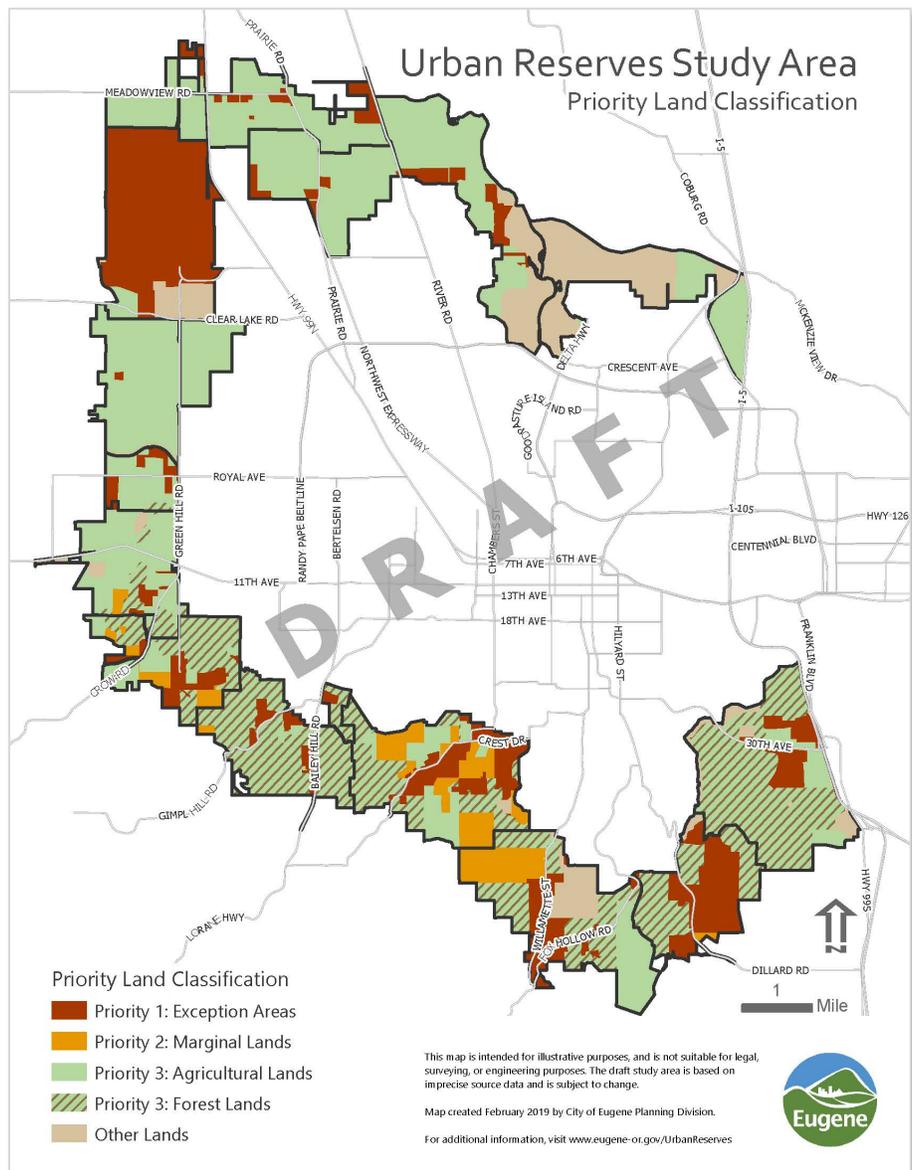
Study area development included **identifying priority lands** within the study area. To help protect farm and forest land (sometimes called “resource land”), state law has specific requirements about how to prioritize land to study for inclusion in Urban Reserves, similar to the analysis required for urban growth boundary expansion.

**Map 1** shows the **Urban Reserves Study area and the Priority Land Classification**.

Eugene’s **first priority** for urban reserve analysis must be land that Lane County has identified as “**exception areas**” (or *non-resource* land). First priority is also resource land that is completely surrounded by exception land (unless the resource land is high-value farm land). **Exception areas** are places outside of the urban growth boundary where Lane County allows residential, commercial, or industrial uses. In the Draft Study Area, they mostly include rural residential land, but also include the airport, Lane Community College, and commercial uses north of 30<sup>th</sup> Ave. Many of these areas are already developed to some degree.

If there is not enough first priority land to accommodate the amount needed for Urban Reserves, the **second priority** of land that we must study is land that Lane County has designated as “**marginal lands.**” Marginal lands are lands designated for non-resource use due to having marginal value for farm or forest production.

The **third priority** for consideration are **agricultural or forest resource lands**, with higher priority given to land of lower resource value. There are also a few “other” lands—that do not fall into any of these categories.



## Urban Reserves Land Supply Model

After the study area was developed, staff set to work developing a geospatial land supply model that categorizes the land within the study area and identifies the capacity of the land in the study area that is developable.<sup>2</sup> The land *supply* model works in conjunction with the land *need* model by identifying whether the land supply in the urban reserves study area is adequate to meet the land need identified. To do so, land considered not suitable for development was identified and removed from capacity consideration.

This land falls into two categories:

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

- Lane County Goal 5 adopted riparian corridors
- National Wetlands Inventory and West Eugene Wetlands
- Critical habitat (federal and state-listed threatened and endangered species)
- Historic and cultural resources
- Natural Resources plan designations
- Floodway and 100-year flood plain (FEMA)
- Prohibitively steep slopes (>30%)
- High risk landslide areas (DOGAMI)<sup>3</sup>

**Committed** land includes public and other land that has no development potential for housing or jobs because they are committed to other uses for the foreseeable future. It includes:<sup>4</sup>

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

The Land Supply Model further categorizes land at the taxlot level – identifying whether taxlots are considered fully **developed**, **partially vacant**, or **undeveloped**. Taxlots identified as partially vacant

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<sup>2</sup> The definition of “developable land” from the state’s rules on Urban Reserves is “land that is not severely constrained by natural hazards or designated or zoned to protect natural resources and that is either entirely vacant or has a portion of its area unoccupied by structures or roads” (OAR 660-021-0010(5))

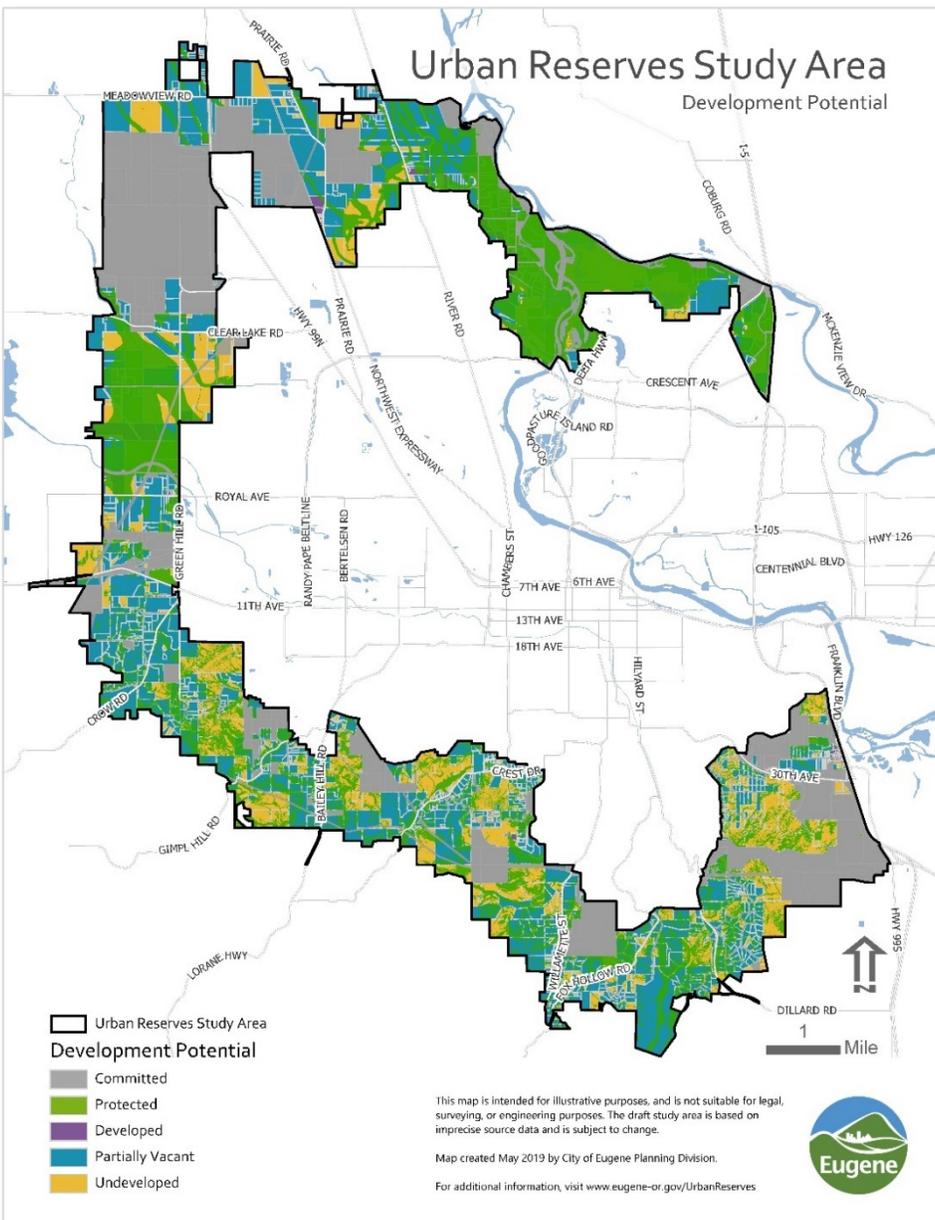
<sup>3</sup> High-risk landslide areas are currently being added to the Land Supply Model, as it is new data. Therefore, the 718 acres associated with high-risk landslide areas are not yet incorporated into the acreage amounts shown in the table above.

<sup>4</sup> State rules allow inclusion of *private property with conservation easements that prohibit urban development*, but none were found in the study area.

(e.g. have some development) and undeveloped were further evaluated, as they are considered to have development potential. Land that is committed, protected or developed was removed from Urban Reserves capacity consideration.

The **Study Area Acreage by Land Category Table** shows that the remaining buildable acreage (partially vacant plus undeveloped) in the Urban Reserves study area is 10,951 acres, or 42 percent of the land in the study area.

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



**Map 2, Urban Reserves Study Area Development Potential Map** shows these results geospatially.

The **capacity analysis** combines our land need and land supply results to determine how many homes or jobs can be accommodated on the developable land. No uses are assigned to specific land in the study area; the analysis simply identifies whether there is enough land with specific characteristics to potentially meet different needs.

To estimate the number of potential future homes, the capacity analysis evaluates the slope, elevation, and size characteristics of each lot within the study area, and estimates the average number of residential dwelling units or jobs that

could be accommodated in the future.

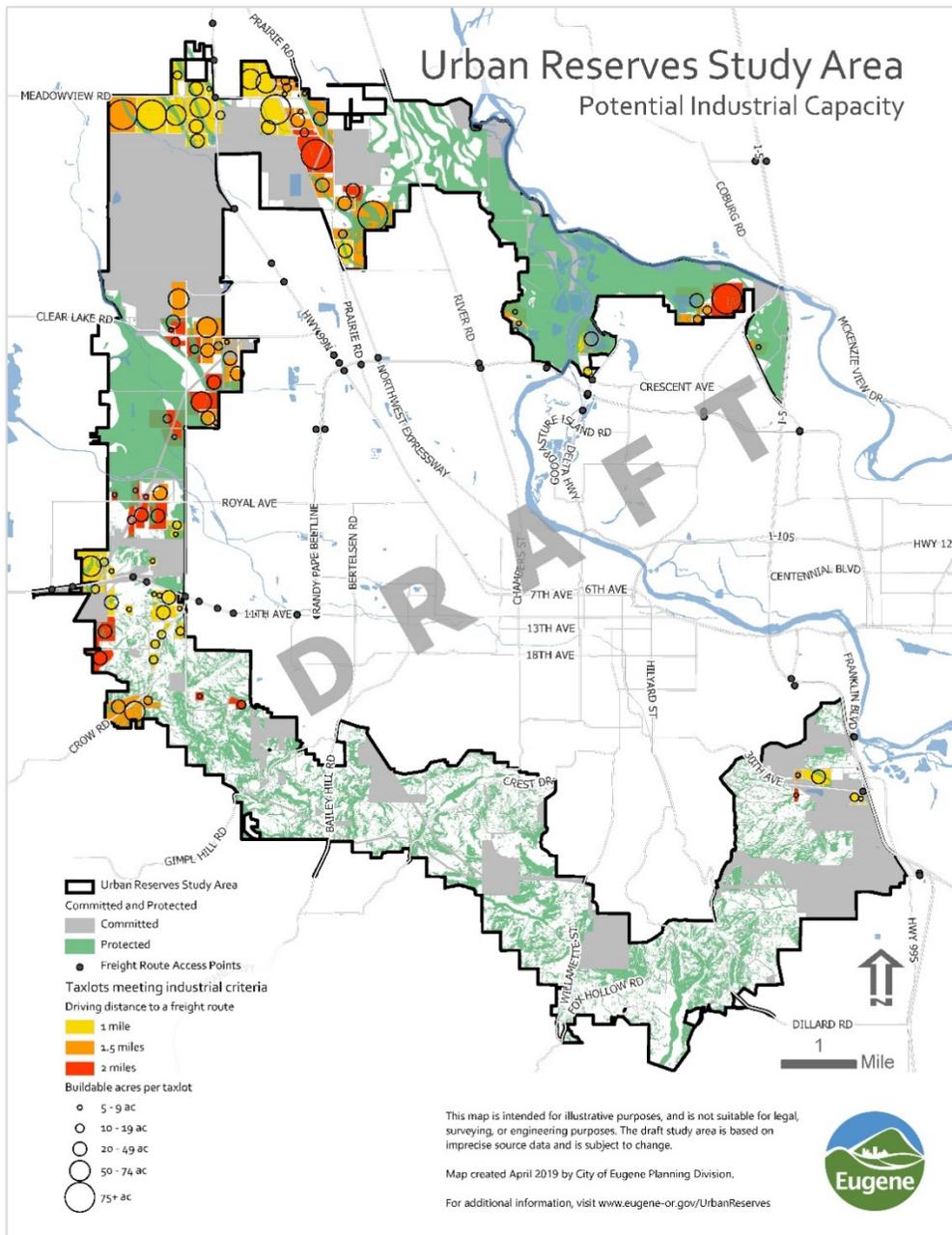
Staff and the EETAC looked at **capacity assumptions** for two of the land needs that are potentially most significant, low density residential housing (low density utilizes more land than other housing types) and industrial jobs (industrial has specific siting requirements). Capacity analysis doesn't assign uses to specific land in the study area; it simply identifies whether there is enough land with the characteristics to potentially meet the need identified.

The following maps show how and where these needs *could be* accommodated within the study area.

### Map 3 Potential Industrial Capacity

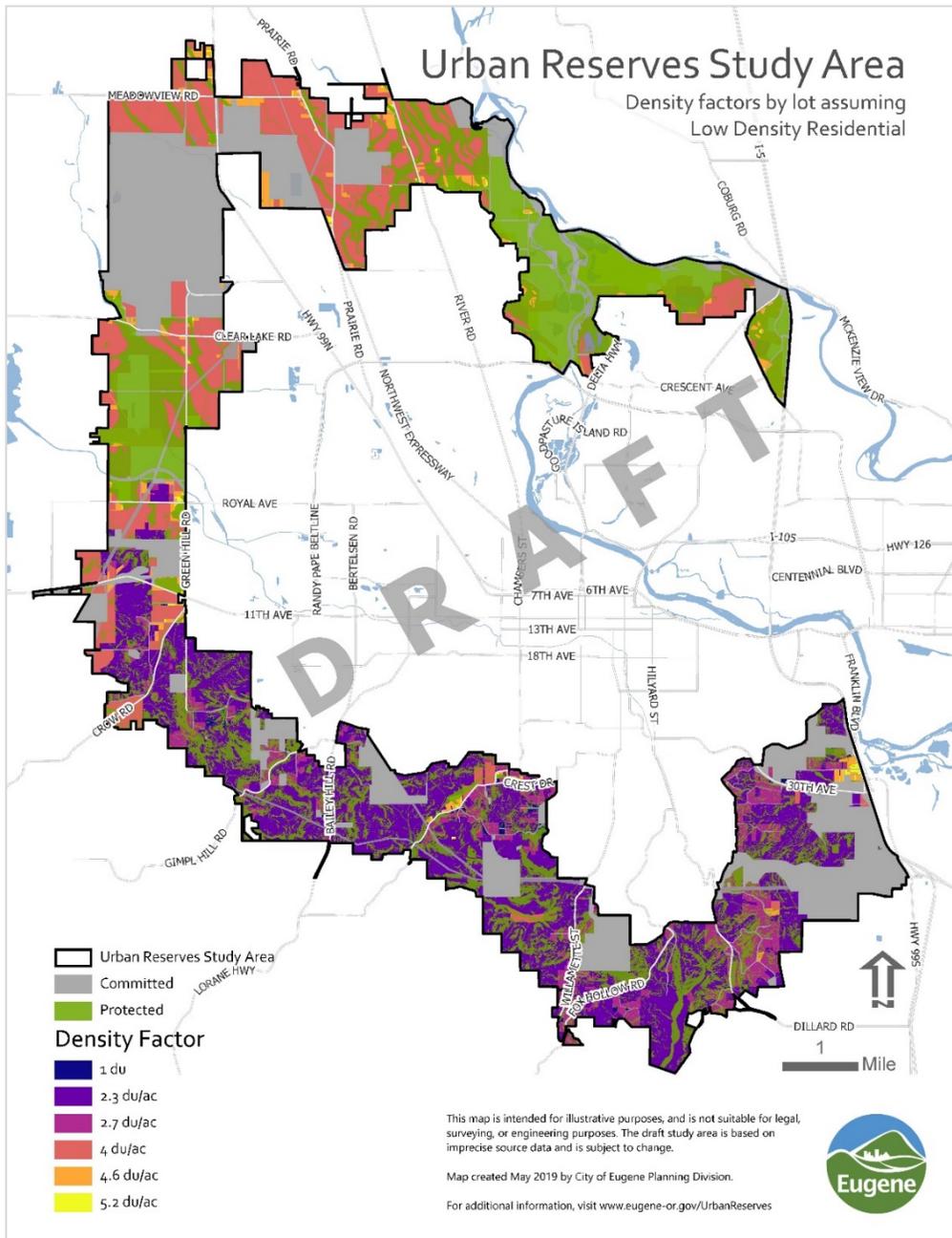
While low density residential land makes up the majority of the urban reserves land need, industrial land has certain characteristics that are different from residential or commercial land.

Industrial land is projected to employ 13 employees/acre. (This is the same EPA used in Envision Eugene.) There is a projected need for 10,642 industrial employees between 2032 – 2062, which translates to a need for 963 acres.



The Potential Industrial Capacity Map shows the location of 2,630 (buildable) acres that meet the following industrial capacity criteria:

- Less than 10 percent slope (OAR 660-024-0065(5)(d))
- Undeveloped or Partially Vacant development potential
- Taxlots with buildable area greater than 5 acres (OAR 660-024-0065(5)(d))
- Access via existing roads, within 1, 1.5, or 2 miles, to a State Designated Freight Route (1 mile was used in the Industrial UGB expansion analysis).



Low density residential housing makes up the majority of the urban reserves land need. Density assumptions are documented in the Land Need Model. They are generally the same assumptions as were used in the 2032 Buildable lands Inventory, and based on the actual density achieved inside the UGB between 2001-2012.

**Map 4 Density Factors by Lot Assuming Low Density Residential** illustrates geospatially the density assumptions shown in the table on the following page.

To estimate the number of homes or that could be accommodated, the capacity analysis evaluates the slope, elevation, and size

characteristics of each lot within the study area, and estimates the average number of residential dwelling units that could be accommodated in the future. If we were to assume low density residential capacity on all developable land in the study area, it would equal approximately 31,000 new single-family homes. In comparison, the 30-year need for only single-family detached dwelling units is approximately 12,000 (see page 3).

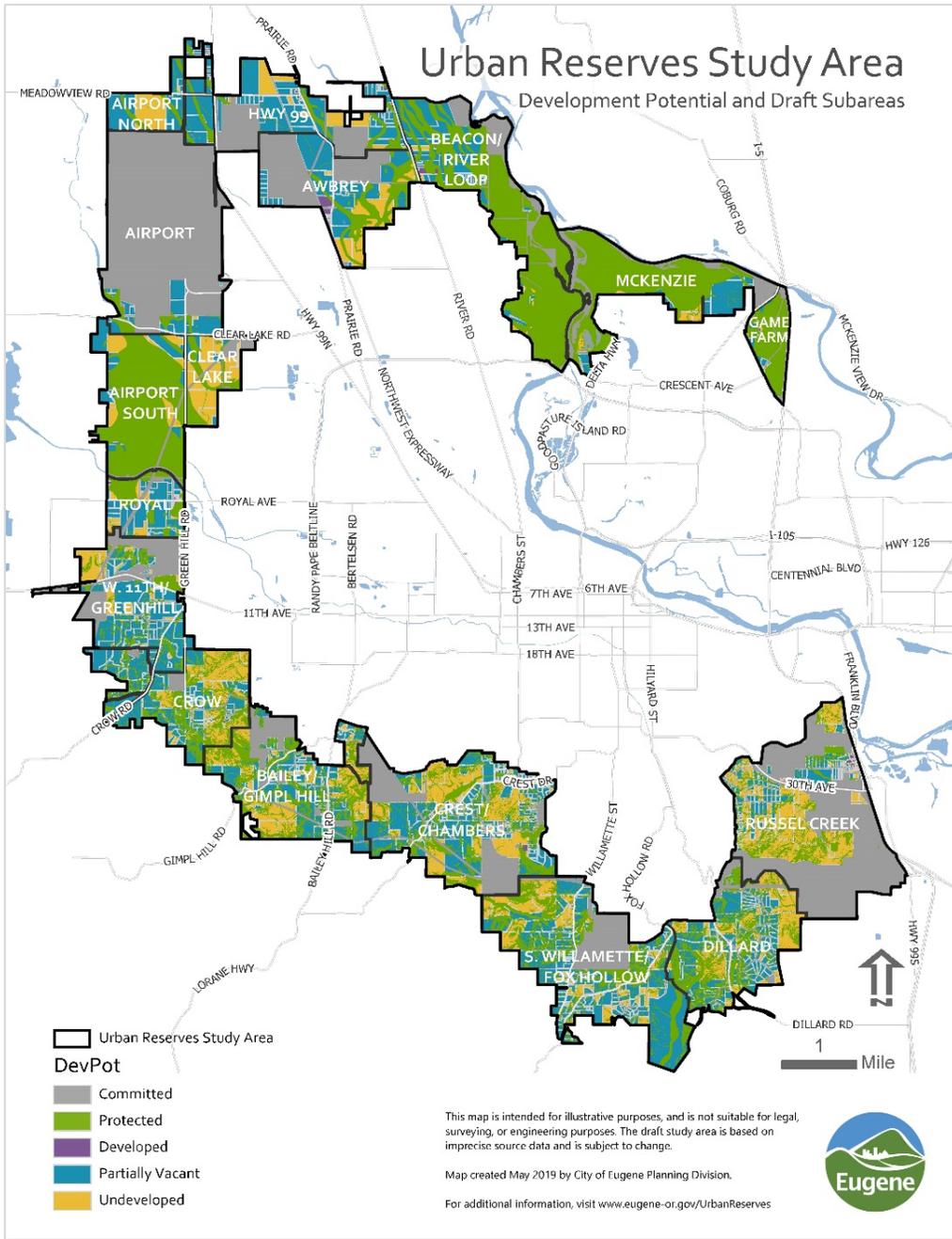
The table below shows density assumptions for low density residential housing in dwelling units/acre. These assumptions are based on buildable land only--protected and committed land are excluded, as well as land for rights-of-way (streets and sidewalks), with percentages increasing by lot size.

These assumptions are from the Land Need Model; they were carried forward from the 2012-2032 Buildable Lands Inventory and are based on the actual density achieved inside the Eugene Urban Growth Boundary between 2001 and 2012.

Parcel size	Density Assumptions for Low Density Residential (DU/Acre)						
	<5% Slope			>5% Slope			
	Acres* Below 900'	Acres* Above 900'	Lots Above 900'	Acres* Below 900'	Lots Below 900'	Acres* Above 900'	Lots Above 900'
<1 ac	5.2		1.0		1.0		1.0
1-5 ac	4.6	2.7		2.7		2.7	
5+ ac	4.0	2.3		2.3		2.3	

More detail can be found in the “Land Need Model, May 2019 Update,” Assumptions and Capacity worksheets.

Staff categorized the study area into sub-areas to organize the suitability analysis and for aiding in a comparative analysis. This is shown in **Map 5, Development Potential and Draft Subareas**



The EETAC reviewed the Land Supply Model methodology and results to date over four meetings, between December 2018 and April 2019. The Land Supply Model is a critical tool in the determination of potential urban reserves. More detail can be found in the document “Land Supply Model Assumptions” last updated in April, 2019.

**FOR MORE INFORMATION**

Staff Contact: Rebecca Gershow, Senior Planner Urban Reserves

Telephone: 541-682-8816

Email: [Rebecca.F.Gershow@ci.eugene.or.us](mailto:Rebecca.F.Gershow@ci.eugene.or.us)

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

Urban Reserves Technical Analysis Supplement

## Urban Reserves Outline for Analysis

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

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

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

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

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

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

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

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

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

1. Identify land that is:

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

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

3. Designate Remaining first priority land as urban reserve

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

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

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

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

3. Designate Remaining second priority land as urban reserve

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

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

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


 The logo features the word "envision" in a teal sans-serif font above "EUGENE" in a grey sans-serif font. To the right of a vertical line is the text "URBAN RESERVES" in a large, light grey sans-serif font.

## **Affiliated Groups and Participants as of May 2019**

### **Envision Eugene Technical Advisory Committee (EETAC)**

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

### **Triple Bottom Line Sounding Board**

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

### **Service Provider Working Group**

#### *Urban Service Providers:*

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

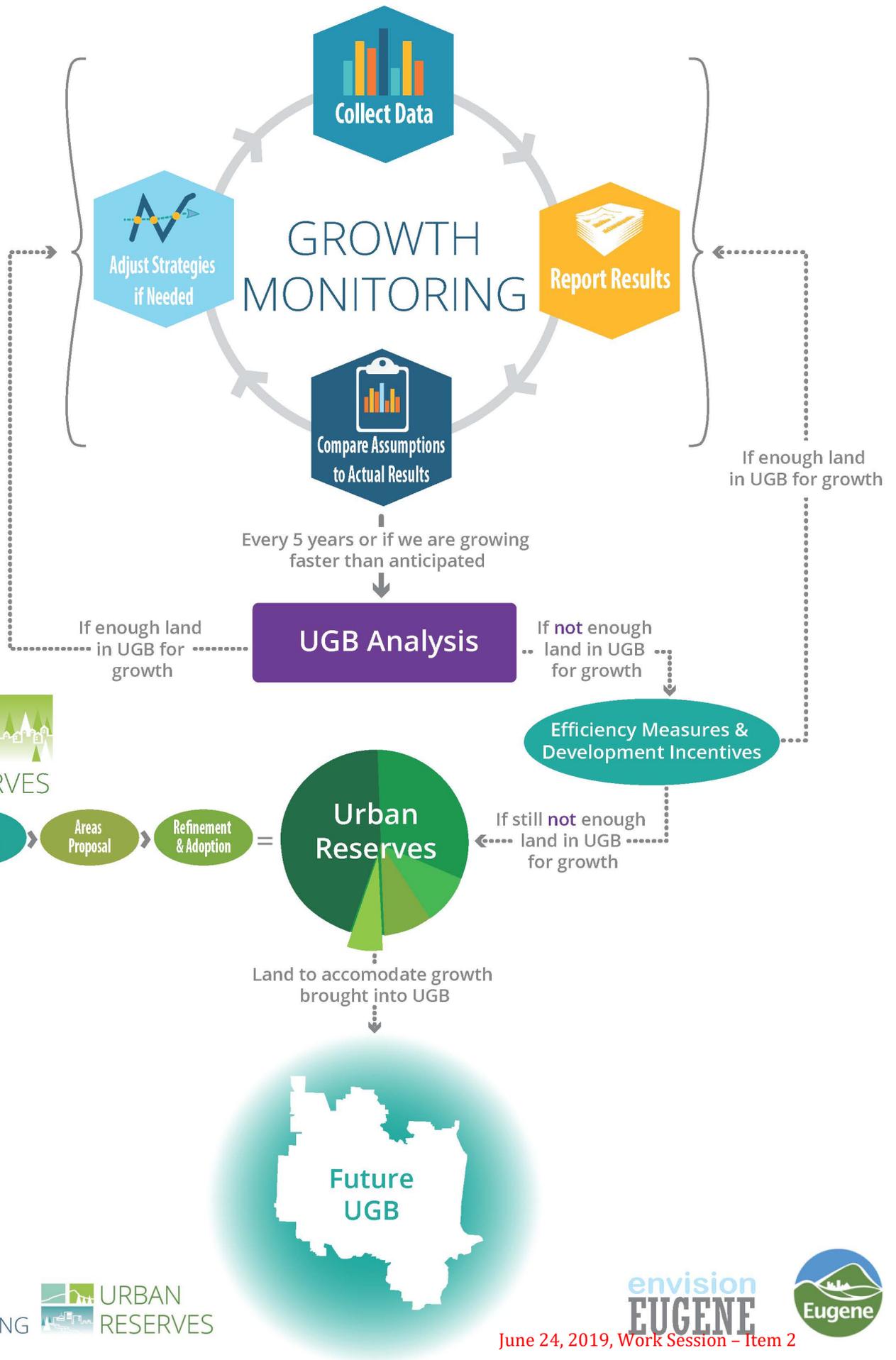
Sasha Vartanian, Lane County Transportation  
Bill Johnston, Oregon Department of Transportation  
Philip Richardson, Parks and Open Space

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

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

**Project Management Team**

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



URBAN RESERVES



# EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



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## Work Session: 2021 Update

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Meeting Date: June 24, 2019  
Department: Public Works  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: 3  
Staff Contact: Stephanie Scafa  
Contact Telephone Number: 541-682-5652

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### **ISSUE STATEMENT**

This work session is an opportunity to update City Council on the International Association of Athletics Federation's World Athletics Championships (Oregon21), to be held in Eugene August 6 – 15, 2021. Staff will present an update on event planning efforts and the status of current and future projects.

### **BACKGROUND**

This 10-day event will bring the world championships for track and field to Eugene and to the United States for the very first time. Eugene has a long history of hosting world-class athletics events and our tradition and reputation as TrackTown, USA, makes our community and state the perfect first place in the United States to host the World Championships. A few facts:

- 190+ countries will participate (over 200 teams, with 2,000 athletes)
- 3,000 media attendees
- These competitions happen every other year; this year's Championships will take place in Doha, Qatar, in September/October

### **PREVIOUS COUNCIL DIRECTION**

[June 27, 2018, Work Session](#)

### **COUNCIL OPTIONS**

Information only.

### **CITY MANAGER'S RECOMMENDATION**

Information only.

### **SUGGESTED MOTION**

Information only.

**ATTACHMENTS**

None.

**FOR MORE INFORMATION**

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Staff E-Mail: [sscafa@eugene-or.gov](mailto:sscafa@eugene-or.gov)