

What are Urban Reserves?



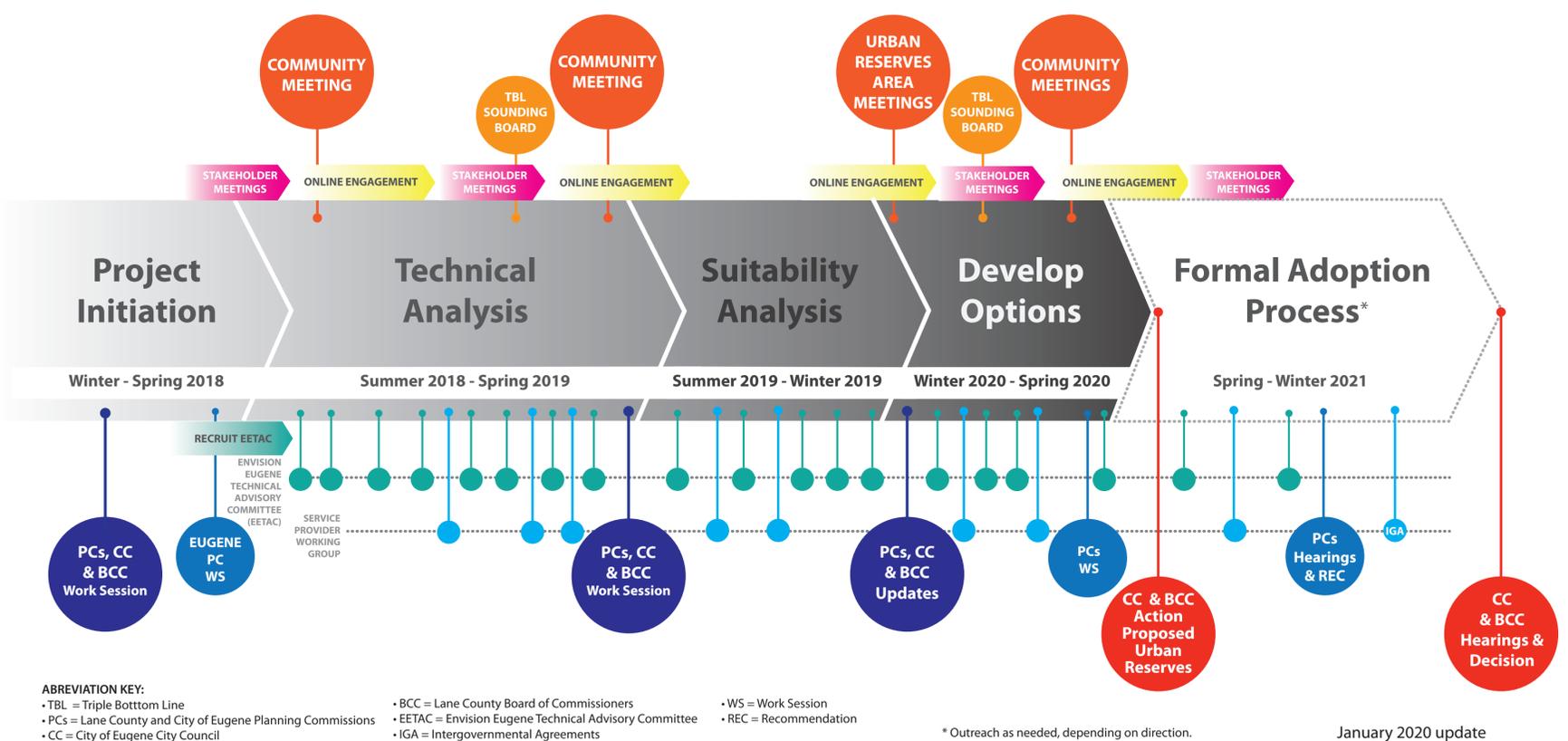
Planning for the Next Two Generations

Urban Reserves are a special designation for lands outside the urban growth boundary (UGB) that can be considered as a first priority if and when a city needs to expand for a growing population. The goal of Urban Reserves planning is to identify where Eugene may expand to serve up to 30 years of population growth beyond the 2032 UGB planning period – or as far out as 2062.

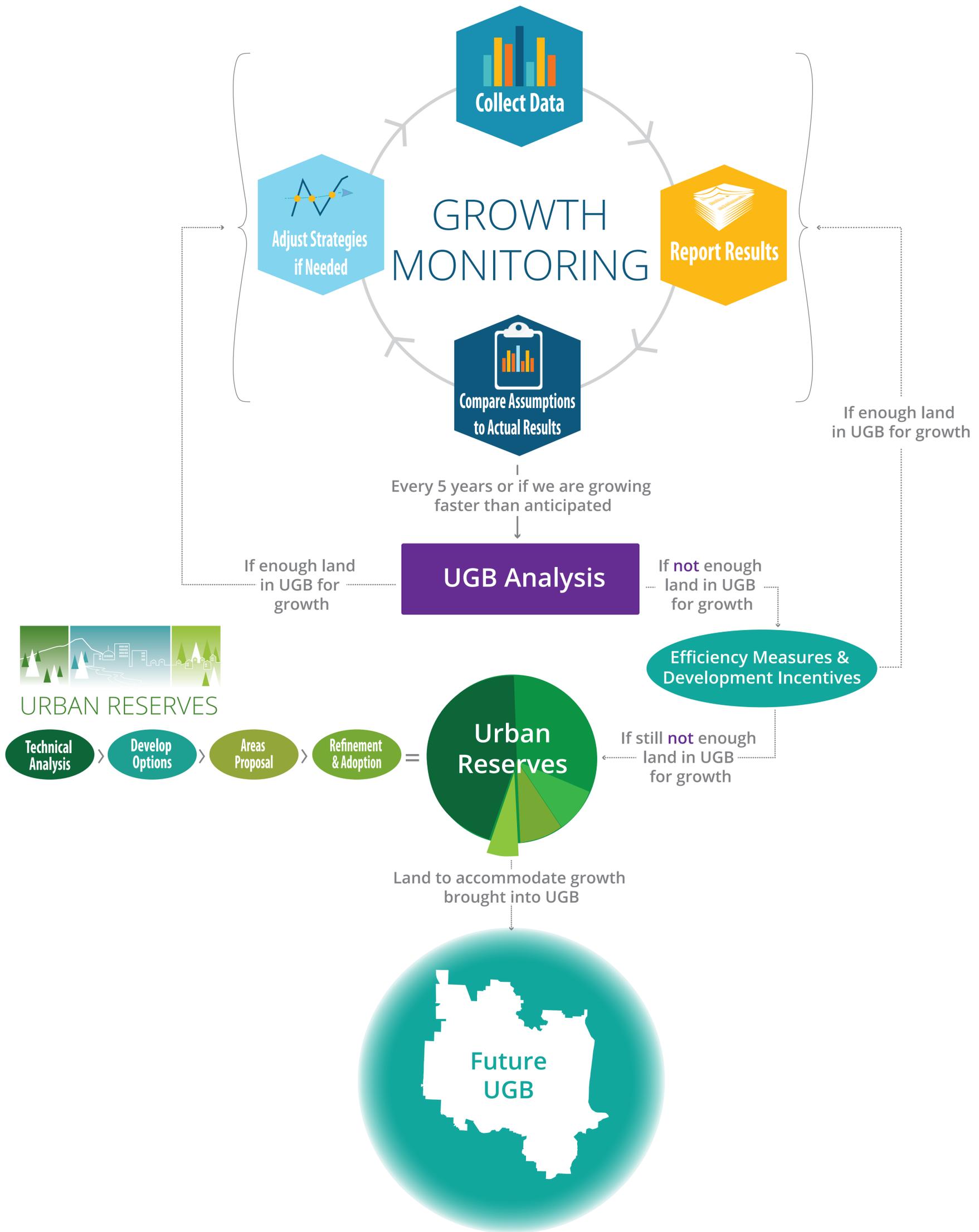
Similar to a UGB, Urban Reserves are supposed to include enough land needed for housing and jobs, as well as public lands for parks, schools and other services. However, Urban Reserves will remain rural, and cannot be urbanized, unless they are brought into the City’s UGB through a formal process for expansion.

Urban Reserves must be jointly agreed upon and designated by the Eugene City Council and the Lane County Board of Commissioners.

URBAN RESERVES OUTREACH PROCESS



MONITORING AND PLANNING FOR GROWTH



Technical Analysis

The Urban Reserves Technical analysis utilizes four steps to identify:

- How much land we need for homes and jobs over the next 50 years;
- How much developable land we have for future neighborhoods; and
- How many homes and jobs can be accommodated on this land.



1. Establish a Study Area

The study area includes land at least one mile from the UGB, except at the McKenzie River and Interstate 5. The study area also includes all lands between the UGB and the Eugene-Springfield Metropolitan Plan boundary.

During the suitability analysis it became clear that *there was not enough suitable land within the study area for a 30-year Urban Reserve option*. At the advice of our technical advisory committee, service providers, and the project management team, the study area was expanded farther west of Eugene near Fisher Road. About 900 acres of land were added to the study area, which now contains almost **27,000 acres**, or about 40 square miles.



2. Estimate Future Land Need

A land need model was developed to project how much land will be needed to accommodate between 10 and 30 years of population growth beyond 2032.

Land need is based on the latest population projections from Portland State University, employment forecasts from the Oregon Employment Department, and policy and density assumptions from the previous Envision Eugene UGB analysis.



3. Estimate the Land Supply

A **land supply model** was developed to categorize all land within the study area into **five general categories**:

- First, all **committed lands** were identified: Committed land is devoted to public uses like parks, schools, government offices, cemeteries, and rights-of-way and therefore has no development or redevelopment potential.
- Next, all **protected lands** were identified: Protected land is reserved due to natural resources or natural hazards and therefore is assumed to have no development or redevelopment potential.
- Then, we categorized the remaining land within the study area into one of the following categories: **developed, partially vacant, or undeveloped**.

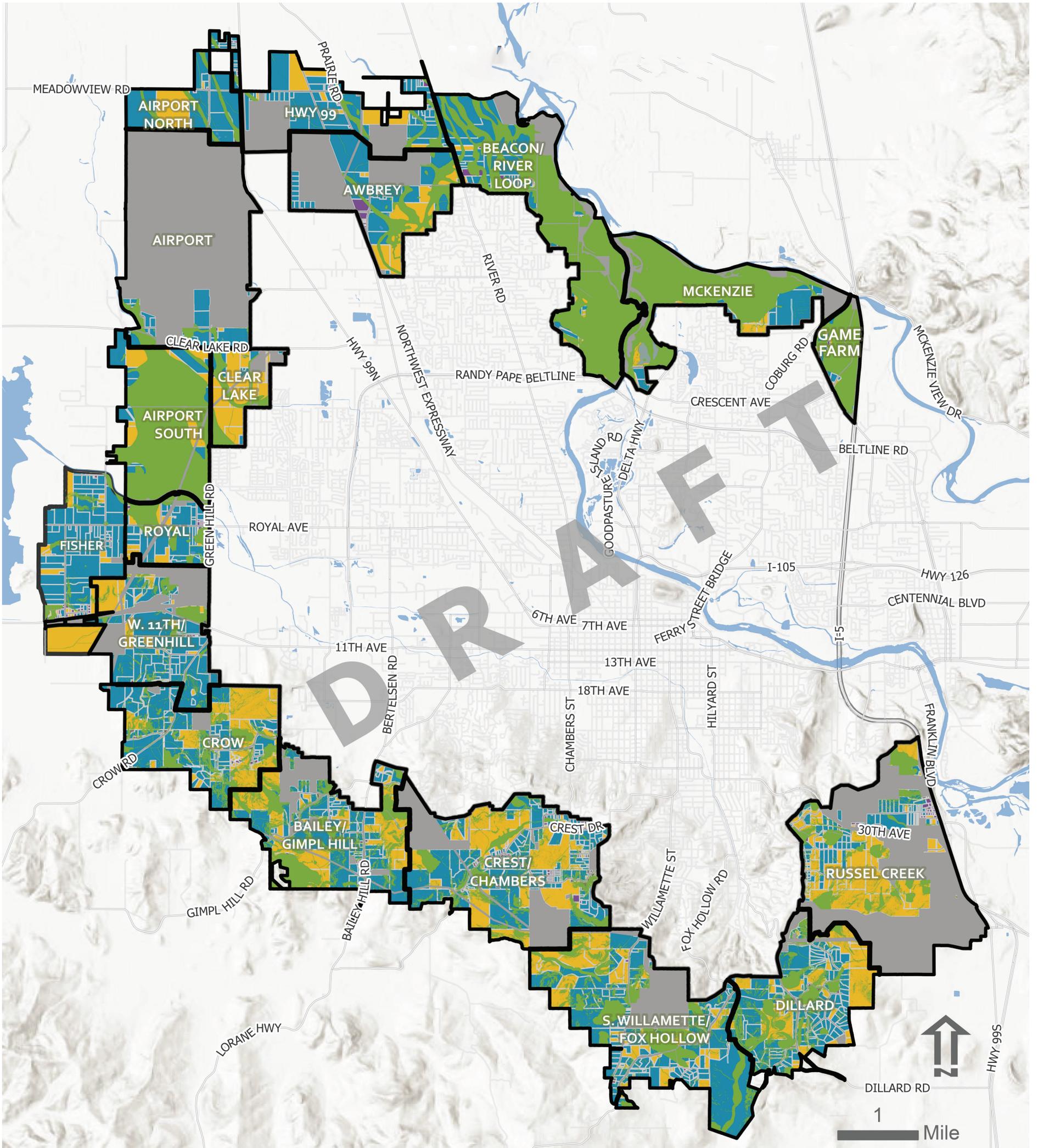
Within the study area, there are over **11,000 acres of potentially developable land** (e.g. partially vacant and undeveloped), which means *roughly 60 percent of the total study area was removed from further analysis*.



4. Conduct a Capacity Analysis

The capacity analysis combined our **land need** and **land supply results** to estimate how many homes or jobs could be accommodated on the developable land in the future by evaluating the slope, elevation, size, and other characteristics of each lot within the study area. Capacity calculations are based upon average densities seen across the city and estimates the average total amount of capacity that is available.

Urban Reserves Study Area



Development Potential

- Committed
- Protected
- Developed
- Partially Vacant
- Undeveloped

This map is intended for illustrative purposes, and is not suitable for legal, surveying, or engineering purposes. The draft study area is based on imprecise source data and is subject to change.

Map created November 2019 by City of Eugene Planning Division.

For additional information, visit www.eugene-or.gov/UrbanReserves



Suitability Analysis

There is no ‘perfect’ area for Eugene to grow into. All areas have trade-offs. The purpose of the suitability analysis is to consider and balance a list of state-directed factors, then dismiss land that would be unsuitable for urban reserves.

After completing the technical analysis, we developed suitability criteria to further evaluate our study area. These suitability criteria were based on the state-directed outline of analysis and reflect the City’s Triple Bottom Line Framework. We subdivided the study area into **18 subareas** and structured the analysis to explicitly address the suitability criteria.

What type of land are we looking for?

Ideally, Urban Reserves will be designated in areas that could efficiently develop as **complete neighborhoods**—places that could include different housing types, stores and commercial areas, schools, and parks, all within close proximity to each other. This is also called a 20-minute neighborhood.

Process

Each subarea was analyzed based on the criteria below. For each subarea, there is a written analysis and a recommendation on which areas within it are suitable for urban reserves. The analysis went through multiple rounds of review by City and County staff, the Envision Eugene Technical Advisory Committee, and service providers, and is available on the project web page.

The suitability analysis evaluates all the developable land in each subarea by considering it in terms of the following four factors (dictated by state rules), then dismisses land that, on balance, would be unsuitable for Urban Reserves based on this evaluation:

1. Efficient accommodation of identified land needs

- *Will this area be able to efficiently meet our future land need? Is there topography, steep slopes or other characteristics that would make efficient urbanization difficult?*

2. Orderly and economic provision of public facilities and services

- *Can city services, such as utilities and fire protection, be efficiently extended to this area?*

3. Comparative economic, energy, social, and environmental impacts

- *How would urbanization impact natural resources like open space, wildlife habitat, and wetlands? Would urbanization increase the risk of landslides, wildfire, or flooding?*
- *How much economic activity would urbanization of this area bring?*
- *To what extent would urbanization generate energy or climate burdens?*
- *How would current residents be impacted?*
- *How might urbanization in this area impact the most vulnerable and underserved groups?*

4. Compatibility with nearby agricultural and forest activities outside the UGB

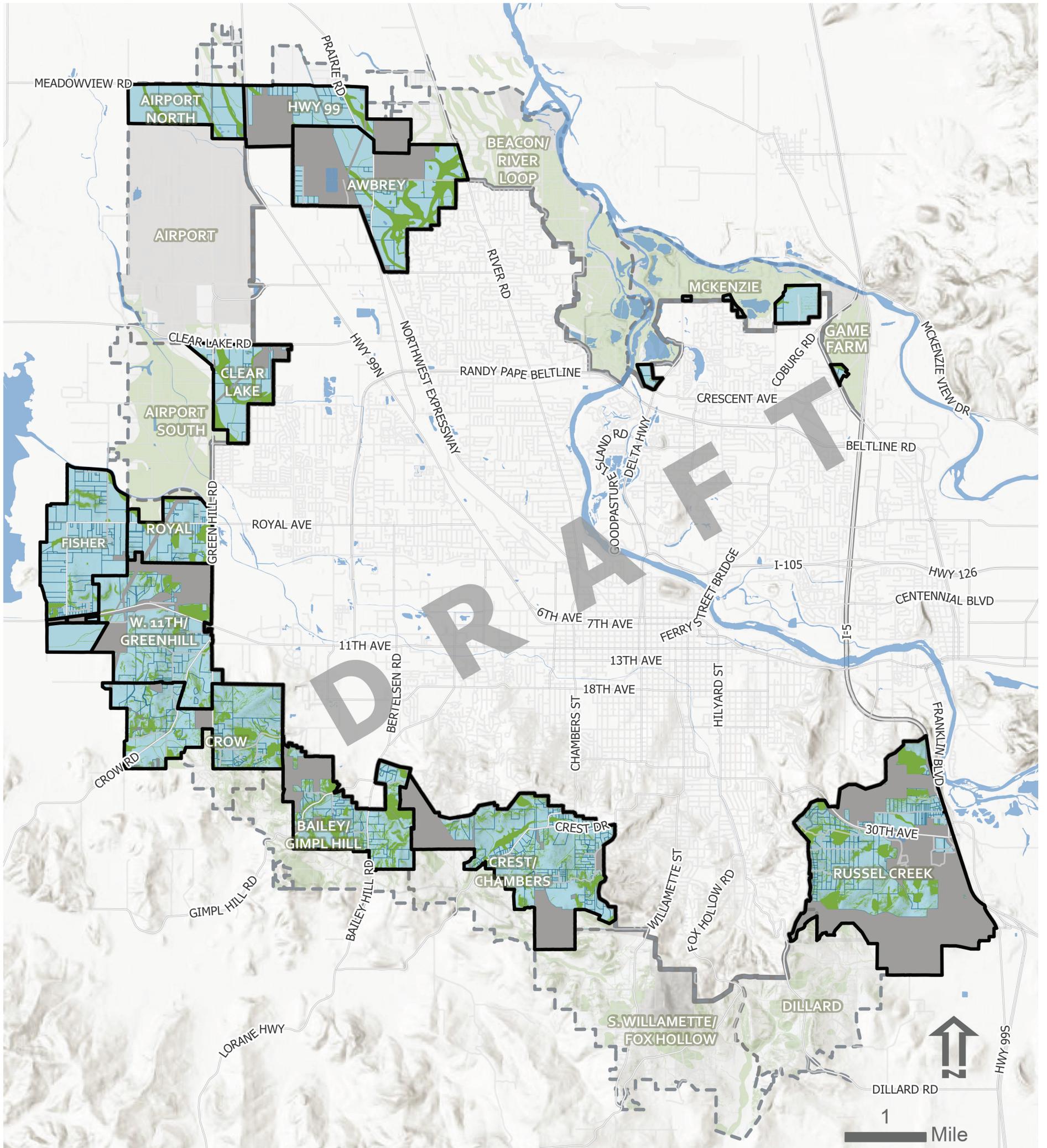
- *Would urbanization be compatible with surrounding forest and agricultural uses?*

Results

The Urban Reserves Draft Suitability Map shows the draft results of our suitability analysis. This is an iterative process and our results may change as we refine the analysis. Of the almost 11,000 acres of developable land that were studied, **over 6,000 acres** are considered suitable for Urban Reserves – this is a little more than we would need for a 30-year Urban Reserve.

Land that is ‘suitable’ moves forward for further consideration; it will not necessarily become Urban Reserves. Since the amount of suitable land in the study area is slightly more than the amount of land needed for a **30-year Urban Reserve** option, additional land will be removed from consideration in the next phase of analysis.

Urban Reserves Suitability Analysis Results



-  Initial Urban Reserves Draft Study Area
-  Urban Reserves Draft Suitable Subareas
-  Committed Lands
-  Protected Lands
-  Lands Potentially Suitable for Urban Reserves
-  Lands Unsuitable for Urban Reserves

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Next Steps

Identify Urban Reserves Options

After the suitability analysis is complete, land found suitable for urban reserves may be included for final consideration based on their priority ranking:

Priority 1: Exception Areas/Non-Resource land

Places outside of the UGB where Lane County allows residential, commercial or industrial uses. In the study area, Priority 1 lands are mostly rural residential. Many of these areas are already developed to some degree.

Priority 2: Marginal Lands

Marginal lands are designated for non-resource uses, like housing, due to having marginal value for farm or forest production.

Priority 3: Farm and Forest Lands (poorest soils first)

Agricultural or forest resource lands are the last to become Urban Reserves, with higher priority given to land of lower resource value.

The state allows lower priority land to be included if higher priority land is inadequate to accommodate the land need, based on topographical or physical constraints and service provision needs.

A range of options based on this analysis and different timeframes for Urban Reserves will be brought to decision makers in Spring 2020 for direction, with a goal for adoption by the end of the year. Once urban reserves are adopted, they become the first land to be considered if and when a UGB expansion is necessary.

If My Property or Home is Located...

	Outside the UGB (Not in Urban Reserves)	Outside the UGB (In Urban Reserves)	Inside the UGB (Outside city limits)	Inside City Limits
Representation	Lane County Board of Commissioners	Lane County Board of Commissioners	Lane County Board of Commissioners	Eugene City Council
Public Safety	Lane County Sheriff or other RFPD	Lane County Sheriff or other RFPD	Lane County Sheriff or other RFPD	Eugene Police Eugene Fire
School District	Current School District	Current School District	Current School District	Current School District
Property Taxes	Current property tax rate	No change in property taxes	No change in property taxes	Approximately \$18.9965 per \$1,000/assessed value*
Annexation	Not eligible	Not eligible	Voluntary. Must be contiguous to city limits and be within 300' of services (water and sewer) or be willing to pay to extend services	Property inside city limits already annexed
Utilities/Services	Sewer: On-site septic Water: well / service provider	Sewer: On-site septic Water: well / service provider	Sewer: On-site septic Water: well / service provider	Sewer: eligible for city sewer Water: eligible for EWEB water
Land Use Jurisdiction	Lane County rural zoning and land use code	Lane County rural zoning and land use code	Eugene urbanizable zoning and land use code (Adopted by Lane County and City, administered by City.	City of Eugene zoning and land use code
Development Potential	Limited by Lane County rural zoning and land use code	Limited by Lane County rural zoning and land use code. Land must continue to be planned & zoned for rural uses until included in the UGB.	Limited by lack of utilities/services. Must annex to allow for development that increases need for services	Upon annexation, properties will be eligible to develop at urban densities

*Estimate based on 2018 rate for Southeast Eugene served by Fire and EMS. Information from Lane County Department of Assessment and Taxation. Tax rates vary based on property location and this example is for illustrative purposes only.

