

Exhibit B

Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Amendments

For Elected Officials – October 16, 2023
incorporating revisions identified by staff

The amendments to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) are to replace the text in Metro Plan Chapter II-G (Metro Plan Diagram) and the plan designations shown on the Metro Plan Diagram for lands within the Springfield Urban Growth Boundary by adopting a Springfield Comprehensive Plan Map and Land Use Element of the Springfield Comprehensive Plan, and amending additional Metro Plan text for consistency with the Land Use Element of the Springfield Comprehensive Plan.

The amendments are shown in track changes on the following pages and include:

- Preface (page v)
- Chapter I. Introduction (pages I-3 to I-6)
 - Use of the Metro Plan
 - Relationship to Other Plans, Policies, and Reports
- Chapter II. Fundamental Principles and Growth Management Policy Framework
 - G. Metro Plan Diagram – pages II-G-1 and II-G-16
- Chapter III. Specific Elements
 - D. Willamette River Greenway, River Corridors, and Waterways Element – footnote on III-D-1 and 2
- Chapter V – Glossary (page V-3)

Springfield's Comprehensive Plan

Springfield has begun a series of Metro Plan amendments to create a city-specific comprehensive plan. In 2011, the City of Springfield and Lane County adopted the Springfield 2030 Residential Land Use and Housing Element and established a separate UGB for Springfield pursuant to ORS 197.304 (Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274) In 2014, the City of Springfield 2035 Transportation System Plan was adopted to serve as Springfield's local Transportation System Plan (Springfield Ordinance No. 6314 and Lane County Ordinance No. PA 1303). In 2016, the Metro Plan was amended to reflect adoption of the Economic and Urbanization Elements and expansion of the Springfield UGB and Metro Plan Boundary to designate land for employment, public facilities, parks and open space, and natural resources (Springfield Ord. 6361 and Lane County Ord. PA 1304). In 202X, the Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replaces the text in the Metro Plan Diagram Chapter II-G and removes the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX).

4. Provides the public with general guidelines for individual planning decisions. Reference to supplemental planning documents of a more localized scope, including neighborhood refinement plans, is advisable when applying the *Metro Plan* to specific parcels of land or individual tax lots.
5. Assists citizens in measuring the progress of the community and its officials in achieving the *Metro Plan*'s goals and objectives.
6. Provides continuity in the planning process over an extended period of time.
7. Establishes a means for consistent and coordinated planning decisions by all public agencies and across jurisdictional lines.
8. Serves as a general planning framework to be augmented, as needed, by more detailed planning programs to meet the specific needs of the various local governments.
9. Provides a basis for public decisions for specific issues when it is clear that the *Metro Plan* serves as the sole planning document on the issue and that it contains a sufficient level of information and policy direction.
10. Recognizes the social and economic effects of physical planning policies and decisions.
11. Identifies the major transportation, wastewater, stormwater, and water projects needed to serve future UGB populations.

Use of the *Metro Plan*

The *Metro Plan* is a policy document intended to provide the three jurisdictions and other agencies and districts with a coordinated guide for change over a long period of time. Throughout the *Metro Plan*, there may be statements indicating that certain provisions are inapplicable to a jurisdiction because that jurisdiction has replaced those *Metro Plan* provisions with local plan provisions. The major components of this policy document are: the written text, which includes goals, objectives, findings, and policies; the *Metro Plan* Diagram; and other supporting materials. These terms are defined below:

- A goal is a broad statement of philosophy of the jurisdictions to which the goal applies. A goal describes the hopes of the people of the community for the future of the community. A goal may never be completely attainable, but is used as a point to strive for.
- An objective is an attainable target that the jurisdictions to which the objective applies attempt to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

- A finding is a factual statement resulting from investigation, analysis, or observation regarding the jurisdictions to which the finding applies.
- An assumption is a position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.
- A policy is a statement adopted as part of the *Metro Plan* to provide a consistent course of action for the jurisdictions to which the policy applies, moving the community toward attainment of its goals.
- The *Metro Plan* Diagram is a graphic depiction of: (a) the broad allocation of projected land use needs; and (b) goals, objectives, and policies embodied in the text of the *Metro Plan*. The *Metro Plan* Diagram depicts land use designations, the cities' urban growth boundaries, the *Metro Plan* Plan Boundary (Plan Boundary), and major transportation corridors.⁴

The revised goals, objectives, and policies contained in this *Metro Plan* are not presented in any particular order of importance. The respective jurisdictions recognize that there are apparent conflicts and inconsistencies between and among some goals and policies. When making decisions based on the *Metro Plan*, not all of the goals and policies can be met to the same degree in every instance. Use of the *Metro Plan* requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals, objectives, and policies most pertinent to the issue at hand.

The policies in the *Metro Plan* vary in their scope and implications. Some call for immediate action; others call for lengthy study aimed at developing more specific policies later on; and still others suggest or take the form of policy statements. The common theme of all the policies is acceptance of them as suitable approaches toward problem-solving and goal realization. Other valid approaches may exist and may at any time be included in the *Metro Plan* through plan amendment procedures. Adoption of the *Metro Plan* does not necessarily commit the jurisdictions to immediately carry out each policy to the letter, but does put them on record as having recognized the validity of the policies and the decisions or actions they imply. The jurisdictions can then begin to carry out the policies to the best of their ability, given sufficient time and resources.

In addition, it is important to recognize that the written text of the *Metro Plan* takes precedence over the *Metro Plan* Diagram where apparent conflicts or inconsistencies exist. The *Metro Plan* Diagram is a generalized map which is intended to graphically reflect the broad goals, objectives, and policies. As such, it cannot be used independently from or take precedence over the written portion of the *Metro Plan*.

The degree to which the *Metro Plan* provides sufficient detail to meet the needs of each jurisdiction will have to be determined by the respective jurisdictions. Where conflicts exist

⁴ In 202X, Springfield adopted a Comprehensive Plan Map which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX).

among the *Metro Plan*, local comprehensive plans, refinement plans, and existing zoning, each jurisdiction will have to establish its own schedule for bringing the zoning and refinement plans into conformance with the *Metro Plan* or the applicable local comprehensive plan.

It is recognized that the needs, priorities, and resources vary with each jurisdiction and that the methods and timing used to implement the *Metro Plan* or to conduct city-specific comprehensive planning will also vary.

Relationship to Other Plans, Policies, and Reports

The *Metro Plan* is the basic guiding land use policy document for regional land use planning. As indicated in the Purpose section, above, the region also utilizes: (a) city-wide comprehensive plans; (b) functional plans and policies addressing single subjects throughout the area, including the *Eugene-Springfield Public Facilities and Services Plan (Public Facilities and Services Plan)* and the regional transportation system plan; and (c) neighborhood plans or special area studies that address those issues that are unique to a specific geographical area. In all cases, the *Metro Plan* is the guiding document for regional comprehensive land use planning and city-specific plans may be adopted for local comprehensive land use planning. Refinement plans and policies must be consistent with applicable provisions in the *Metro Plan* or the applicable local comprehensive plan. Should inconsistencies occur, the applicable comprehensive plan is the prevailing policy document. The process for reviewing and adopting refinement plans is outlined in Chapter IV.

The following Metro Plan appendices are available at Lane Council of Governments (LCOG):

- Appendix A Public Facility Plan Project Lists and Maps for Water, Stormwater, Wastewater, Electricity, and Transportation [These lists and maps are located in Chapter II of the 2001 *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* and 2001 *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)*]
- Appendix B List of Refinement and Functional Plans and Map of Refinement Plan Boundaries
- Appendix C List of Exceptions and Maps of Site-Specific Exception Area Boundaries
- Appendix D Auxiliary Maps showing the following:
 - Fire station locations
 - Urban growth boundary
 - Greenway boundary
 - Schools
 - Parks

The following Metro Plan appendix is available at the City of Eugene Planning and Development Department:

- Appendix E *Eugene 2035 Transportation System Plan*

Relationship to Lane County Rural Comprehensive Plan

The Plan Boundary shown on the *Metro Plan* Diagram in Chapter II is adjacent to the boundaries of the *Lane County Rural Comprehensive Plan* that surround the Eugene-Springfield metropolitan area. The Metro Plan Boundary on the east side of I-5 is coterminous with the Springfield UGB. There is no overlap between the boundaries of the *Metro Plan* and the *Lane County Rural Comprehensive Plan*. Lane Code Chapter 16 is applied in the area between the UGB and the Plan Boundary to implement the *Metro Plan*.

Adjustments to boundaries may occur in the future so that areas previously a part of one plan are covered under another plan. These adjustments may occur using the *Metro Plan* review and amendment procedures described in Chapter IV.

Relationship to Statewide Planning Goals

The *Metro Plan* has been developed in accordance with the statewide planning goals adopted by the Oregon Land Conservation and Development Commission (LCDC). These goals provide the standards and set the framework for the planning programs of all governmental agencies and bodies in the metropolitan area. Through the *Metro Plan* and the jurisdictions' own land use plans, the cities and county address the applicable LCDC goals (as well as local goals). In response to the statutorily mandated adoption of separate urban growth boundaries for Eugene and Springfield, each city will independently address some of the statewide planning goals in their city-specific plans. For example, each city will provide the type and quantity of land needed to support its own population as required by Statewide Planning Goals 9 (Employment), 10 (Housing) and 14 (Urbanization).

General Assumptions and Findings

The following general assumptions and findings relate to the entire *Metro Plan*. They are included in the Introduction because of their general application.

General Assumptions⁵

1. A population of 286,000 is expected to reside within the metropolitan UGB by the year 2015. This is a 29 percent increase from the estimated 2000 census population of 222,500. Since this *Metro Plan* is designed to accommodate the expected population rather than remain static until 2015, it can be adjusted periodically as changes in population trends are detected.
2. Based on recent trends, the rate of population growth and the rate of in-migration are projected to decrease.
3. In addition to population growth, increasing household formation rates (i.e., decreasing average household size) will increase the demand for housing.

⁵ These General Assumptions no longer apply within Springfield's UGB (east of Interstate 5) as a result of Springfield's establishment of its separate UGB and 20-year supply of residential land. Springfield Ordinance No. 6268 (June 20, 2011); Lane County Ordinance No. PA 1274 (July 6, 2011).

G. *Metro Plan Diagram*¹⁰

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

Projections indicated a population of approximately 286,000 was expected to reside in the metropolitan area around the year 2015. The allocation of living, working, and recreational areas and supporting public facilities that were shown on the *Metro Plan Diagram* when the 2004 *Metro Plan Update* was conducted and on the Public Facilities Maps in Appendix A generally responded to that metro-wide projection. After Springfield and Eugene have (pursuant to ORS 197.304 (2007)) established their separate city-specific UGBs and designated land supplies for their new 20-year planning horizons, the *Metro Plan Diagram* will be bifurcated. The area shown east of Interstate 5 will represent the land use needs and supporting facilities necessary to serve Springfield's future population. The area shown west of Interstate 5 within the UGB will represent the land use needs and supporting facilities necessary to serve Eugene's future population. Until both cities, with co-adoption by Lane County, have taken action to establish their independent UGBs and land supplies, the *Metro Plan Diagram* will serve different purposes for the two cities.¹¹

Finally, the *Metro Plan Diagram* is drawn at a metropolitan scale, necessitating supplementary planning on a local level. The original *Metro Plan Diagram* adopted in the 1982 *Metro Plan* and subsequently amended was not tax lot-specific, although exception areas were site specific, with exact designation boundaries shown in supporting working papers. The use of the Regional Land Information Database (RLID) data for long-range planning studies led to the decision to base the *Metro Plan Diagram* on RLID data, as described below. The *Metro Plan Diagram* and text provide the overall framework within which more detailed planning occurs on the local level.

In practice, the *Metro Plan* amendment process described in Chapter IV will ensure that issues of metropolitan significance are addressed cooperatively by all three jurisdictions.

Major Influences

¹⁰ In 202X, the *Metro Plan* was amended to reflect adoption of the [Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map](#), which replaces the text in this Chapter and removes the plan designations shown on the *Metro Plan Diagram* for areas within Springfield's urban growth boundary ([Springfield Ordinance No. XXXX](#) and [Lane County Ordinance No. PA XXXX](#)).

¹¹ As part of the adoption of the City of Springfield's city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011, the *Metro Plan Diagram* was amended so that the area west of Interstate 5 is no longer included in Springfield's UGB. In 2017, the area included in the City of Eugene's UGB (the area west of Interstate 5) was expanded (through Eugene Ordinance No. 20584 and Lane County Ordinance No. PA 1345).

Insert Metro Plan Diagram –

Amend the Metro Plan Diagram to no longer show plan designations within the Springfield UGB

(i.e. Metro Plan Boundary east of I-5) and add a note to the Diagram:

“In 202X, the Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Map, which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield’s urban growth boundary (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX).”

Insert *Metro Plan* Boundaries Map

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

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

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

The goal requires Eugene, Springfield, and Lane County to adopt Greenway boundaries, to specify uses permitted within those boundaries, and indicate areas of potential acquisition along the Greenway. In making these determinations, local jurisdictions must gather information and inventory the nature and extent of all natural resources associated with the Willamette River Greenway. Local jurisdictions are also mandated to adopt provisions, by ordinance, requiring a compatibility review permit for any intensification, change of use, or development within Greenway boundaries. The jurisdictional area of the *Metro Plan* (i.e., Metro Plan Boundary) was found to be in compliance with Goal 15 on September 12, 1982.

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

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

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

The Greenway boundaries, as adopted by the three jurisdictions, have been digitized in the Regional Land Information Database (RLID) and are shown as an overlay on Plan Diagram.²⁷ Future acquisition areas and uses allowed within the Greenway remain the primary responsibility of the local jurisdictions. This element, however, provides the basis for a coordinated effort by Eugene, Springfield, and Lane County.

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

Goal

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

Findings, Objectives, and Policies

Findings

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

²⁷ In 202X, the Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Map, which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary (UGB) (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX). The Springfield Comprehensive Plan Map shows the portion of the Willamette River Greenway boundary within the Springfield UGB and in portions of Lane County just south of the Springfield UGB in order to show the extent of the boundary on both sides of the Willamette River.

24. Key urban facilities and services:

Minimum level: Wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served).

Full range: The minimum level of key urban facilities and services plus urban public transit, natural gas, street lighting, libraries, local parks, local recreation facilities and services, and health services.

25. Low-income housing: Housing priced so that a household at or below 80 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80 percent of median income for a family of three in Lane County is \$27,150; 30 percent = \$687/month.)

26. Manufactured dwelling: A structure constructed at an assembly plant and moved to a space in a manufactured dwelling park or a lot. The structure has sleeping, cooking, and plumbing facilities and is intended for residential purposes.

27. Manufactured dwelling park: Any place where four or more manufactured dwellings are located within 500 feet of one another on a lot, tract, or parcel of land under the same ownership, the primary purpose of which is to rent or lease space.

28. Metro Plan Plan Boundary: Defines that area shown on the *Metro Plan* Diagram that includes Springfield, Eugene, and unincorporated urban, urbanizable, rural, and agricultural lands exclusive of areas encompassed in the *Lane County Rural Comprehensive Plan*. The Metro Plan Boundary on the east side of I-5 is coterminous with the Springfield urban growth boundary. (Note: Assumes boundaries between the area of the *Metro Plan* and the *Lane County Rural Comprehensive Plan* will coincide.)

29. Metro Plan Diagram: A graphic depiction in the *Metro Plan* of: (a) the *Metro Plan* Boundary (Plan Boundary); (b) urban growth boundaries; and (c) the land uses planned for the Eugene metropolitan area, as described in *Metro Plan* Chapter II-G.³⁴

30. Metropolitan area: Generally, an area that includes and surrounds a city or group of cities. The Eugene-Springfield metropolitan area is the area within the *Metro Plan* Plan Boundary (Plan Boundary).

³⁴ In 202X, Springfield adopted a Comprehensive Plan Map which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary (UGB) (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX). The Metro Plan Diagram will continue to show the Metro Plan Boundary and Springfield UGB. The Springfield Comprehensive Plan Map will show plan designations within the Springfield UGB and will also show the Springfield UGB.