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*Sustaining Quality of Life in the Southern Willamette Valley*

## **Preliminary Draft Alternative Growth Scenarios**

June 12, 2003

### **Purpose**

Alternative Growth Scenarios are a tool to facilitate agreement about the regional distribution of population and employment over the next 50 years. The evaluation of the scenarios in this phase of Region 2050 will inform the regional goals, objectives, and actions that will accompany the agreed-upon 2050 Regional Growth Management Strategy. The 2050 population targets in the Strategy will be used to arrive at the coordinated 20-year population projections for urban growth boundaries (UGBs) in the region, as adjusted to reflect projections for UGBs of non-Region 2050 cities and rural lands outside the southern Willamette Valley region.

### **Alternative Growth Scenario Concepts**

On May 6, 2003, the Policy Advisory Board unanimously approved three alternative growth scenario concepts. These concepts were developed by the Regional Technical Advisory Committee (RTAC) based on a review and discussion of the results of a March 21, 2003 Interactive Workshop. Please see the report, *Regional Growth Scenarios Workshop Report*, April 29, 2003 for background on and results of that process.

Like the workshop scenarios, these concepts address both the concentration and the distribution of growth at the regional level and provide a basis for an evaluation and public feedback on three different regional growth forms. The final scenario that will be incorporated into the Regional Strategy agreed to by all the local governments in the region will most likely be a hybrid scenario that contains elements from all three of these.

The following three alternatives decrease in relative concentrations of development from the most compact to the least compact. In the Compact Urban Growth Scenario, the region would develop at the highest concentration practical, given anticipated market forces, and, in the Rural Growth Scenario, the region would develop at the lowest concentration, due to the high degree of development at rural densities.

### **1. Compact Urban Growth Scenario:**

The regional distribution of growth is similar to today, with most of the growth occurring within the metro UGB. Development is more compact than planned today and growth is mostly concentrated at higher housing and employment densities in Eugene and Springfield, including UGB expansion areas.

### **2. Satellite Communities Growth Scenario**

Most of the housing and employment growth is distributed among satellite communities, i.e., specific small cities and rural communities. Similar to today, the small cities develop at lower housing and employment densities which are lower than Eugene and Springfield. The rural communities develop at densities similar to the small cities and three rural communities become Growth Centers: Alvadore, Pleasant Hill, and Goshen. These communities are incorporated into the metro urban growth boundary in the Compact Urban Growth Scenario.

### **3. Rural Growth Scenario**

Growth is distributed throughout the region on rural lands inside and outside rural communities. Housing and employment in these areas develop at lower densities than within developed areas. There is a lot more rural development than today.

## **Major Assumptions**

The RTAC proposes the following major assumptions for development of the three alternative growth scenarios. These assumptions will be refined and presented at a more detailed level in the technical report that will set out the exact parameters of the three scenarios.<sup>1</sup> Please refer to the attached tables for more detailed information, where available, on these assumptions. The attached preliminary draft graphic sketches illustrate how the three scenarios are likely to be portrayed in map form. Adjustments to both the data in the tables and the sketches will be made after the scenarios are digitized in the regional GIS.

### **Compact Urban Growth Scenario**

At the regional level, the Compact Urban Growth Scenario results in the most compact form of development because growth is concentrated in the metro cities at the highest densities in both the current UGB and in UGB expansion areas.

- **The greatest share of the region's population and employment growth locates in the metro cities.**  
UGB population and employment for all cities except Coburg will be based on a projection of past trends, adjusted to reflect anticipated shifts, e.g., greater

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<sup>1</sup> Coburg will use the targeted population and housing densities from its recent visioning process and will derive employment based on assumptions of employment land and densities.

growth in Veneta than in the past due to services being provided that allow for the lifting the building moratorium. These trends result in the greatest share of regional population and employment growth in the metro cities.

- **Regional commuter services and major transportation improvements will be provided.**

Regional commuter services will be provided along I-5 north and south and Highways 126 west, 99, and 58; and major improvements will be made to Clear Lake Road.

- **The Metro UGB and some small city UGBs expand to accommodate growth.**

There is a significant expansion of the metro UGB to accommodate the increase in population and jobs over the next 50 years. The rural communities of Alvadore and Goshen become part of Eugene's UGB and Pleasant Hill becomes part of Springfield's UGB. Many of the small city UGBs also increase to accommodate projected growth in those cities.

- **Housing densities increase, with greatest increase in metro cities**

Generally, as city size increases, so do densities because of the greater diversity in housing that occurs as cities grow. Housing densities in most cities will increase beyond what is assumed in existing comprehensive plans, particularly in the metro cities, because they will experience the greatest growth. Research of similar-sized cities to the targeted 2050 populations of Eugene and Springfield, assumptions about nodal development and other development types, and the digitized GIS maps at the land use level will be used to estimate realistic, achievable densities in the metro cities.

- **Employment densities increase in the metro cities.**

Employment densities are derived from assumptions about the type of economic activity that will occur, or is planned for, employment land. Intensification of employment land in the metro cities is assumed as these cities increase in population and employment. Research of similar-sized cities to the targeted 2050 populations of Eugene and Springfield and the digitized GIS maps at the land use level will be used to estimate realistic, achievable densities in the metro cities. In the small cities and rural areas, the current ratio of population to employment will be applied to the 2050 population to derive employment, and employment densities will remain largely as they are planned today.

- **Rural population declines.**  
There will be a decrease in the rural population and rural residential acres due to absorption of rural lands into UGBs, particularly the metro UGB. Rural communities will remain largely as they are today in terms of population and employment, except that Alvadore, Pleasant Hill, and Goshen will be included in the metro UGB.

### Satellite Communities Growth Scenario

At the regional level, the Satellite Communities Growth Scenario is less compact than the Compact Urban Growth Scenario because growth is concentrated in the existing small cities and three “Growth Centers” (Alvadore, Goshen, and Pleasant Hill) at densities similar to those now found in small town in both current UGBs and in UGB expansion areas.

- **The greatest share of the region’s population and employment growth locates in satellite communities, both existing small cities and new growth centers.**  
UGB population for the small cities, except Coburg, and three growth centers (Alvadore, Goshen, and Pleasant Hill) is based on the development types depicted in the Land Use and Development Workshop Scenario, as modified through consultation with local government staff (please see tables and sketches). Small cities have an equal number of jobs to housing units, except Coburg and Junction City, which now have more jobs than housing. Employment in those cities will be derived based on assumptions of employment land and densities at the development type level. Rural population will be calculated using the regional GIS. The remaining regional population will be distributed to Eugene and Springfield based on the current ratio.
- **Regional commuter services and major transportation improvements will be provided.**  
Regional commuter services will be provided along I-5 north and south; Highways 126 west, 99, and 58; and Clear Lake Road. Major improvements will be made to Clear Lake Road, Highway 126 West, and the road system between Springfield and Pleasant Hill.
- **Almost all UGBs expand to accommodate growth, particularly most small city UGBs.**  
All small city UGBs except Westfir’s expand. There is a much smaller expansion of the metro UGB to accommodate population and employment over the next 50 years. The rural communities of Alvadore, Goshen, and Pleasant Hill become growth centers, developing at densities similar to small towns.

- **Housing densities increase in all cities.**  
Generally, as city size increases, so do densities because of the greater diversity in housing that occurs as cities grow. Housing densities in all cities will increase beyond what is assumed in existing comprehensive plans. Research of similar-sized cities to the targeted 2050 populations of Eugene and Springfield, assumptions about nodal development and other development types, and the digitized GIS maps at the land use level will be used to estimate realistic, achievable densities in the metro cities.
- **Employment and employment densities increase in almost all cities.**  
Most small cities will experience significant growth in employment in this scenario because all small cities, except Westfir and Lowell, where there are fewer jobs, are assumed to have an equal number of jobs to housing. As population in the small cities increases, so does the market area for local goods and services. Intensification of employment land in all cities is assumed as these cities increase in population and employment, particularly the small cities. Research of similar-sized cities to the targeted 2050 populations of Eugene and Springfield and the digitized GIS maps at the land use level will be used to estimate realistic, achievable densities in the metro cities.
- **Rural population declines.**  
There will be a decrease in the rural population and rural residential acres due to absorption of rural lands into the UGBs of the various cities. Rural communities will remain largely as they are today in terms of population and employment, except that Alvadore, Pleasant Hill, and Goshen will be Growth Centers and will develop similar to small towns with higher densities than rural areas.

### **Rural Growth Scenario**

At the regional level, the Rural Growth Scenario results in the least compact form of development because population growth is dispersed on rural lands, inside and outside unincorporated communities, in more locations and at higher densities than is currently allowed.

- **A much greater share of the region's population growth locates on rural lands than is currently allowed by law while employment growth is concentrated in the metro cities.**  
Current law places strict limitations on development of rural residential lands, marginal lands, and prime farm and forest lands. This scenario assumes development of these lands, where buildable, at the highest rural residential densities currently allowed by law. The population of the cities will be limited to the projected population at build-out of their existing UGBs, and UGB expansion areas in some cities that may be needed to accommodate growth. Employment will shift from the small cities to the metro cities due to the reduced population growth in the small cities.

- **Analysis of transportation service needs and impacts of scenario on regional transportation system will be conducted.**  
Transportation needs and impacts, including regional commuter services, will be included in this scenario after the full assumptions have been digitized on the Regional GIS.
- **The UGBs of Cottage Grove, Junction City, Coburg, and the metro area expand to accommodate growth.**  
There is some limited UGB expansion, based on the need to accommodate projected growth in the UGBs of Cottage Grove, Junction City, Coburg, and the metro area. These expansion areas will be drawn after the rural population is calculated using the Regional GIS; the attached sketches show rough approximations of these areas.
- **Housing densities remain about the same as planned today in UGBs and increase on rural lands.**  
Housing densities in most cities will not increase beyond what is assumed in existing comprehensive plans because city size is not expected to increase beyond the UGB in most cities. Research of similar-sized cities to the targeted 2050 populations of Eugene and Springfield, assumptions about nodal development and other development types, and the digitized GIS maps at the land use level will be used to estimate realistic, achievable densities in the metro cities. Where buildable, rural residential development will occur: on one acre rural residential parcels inside rural communities; on two acre rural residential and marginal lands outside rural communities; and on two acre parcels of Class 3 or higher farm and forest land adjacent to UGBs and adjacent to exception lands.
- **Employment and employment densities increase in the metro cities.**  
Employment will be concentrated in the metro cities, at levels similar to the Compact Urban Growth Scenario because the small cities, for the most part, will not increase in size beyond what can be accommodated in existing UGBs and therefore will not provide a much larger market area for local goods and services than currently planned.

Intensification of employment land in the metro cities is assumed as these cities increase in population and employment. Research of similar-sized cities to the targeted 2050 populations of Eugene and Springfield, assumptions about nodal development and other development types, and the digitized GIS maps at the land use level will be used to estimate realistic, achievable densities in the metro cities. In the small cities and rural areas, the current ratio of population to employment will be applied to the 2050 population to derive employment, and employment densities will remain largely as they are planned today. Examples of new employment in rural areas include wineries, services, and new industries.

- **Rural population grows.**  
There will be a dramatic increase in the rural population and rural residential development due to development of rural lands currently not available for development. Rural communities will develop at 1 unit per acre and land outside rural communities, except Class I and II farm and forest lands, will develop at 2 units per acre.

## Next Steps

Once the Policy Advisory Board provides direction on these Preliminary Draft Alternative Growth Scenarios, the RTAC will further define the assumptions and assign and adjust the numeric values for population, employment and housing and employment densities, and the scenarios will be digitized on the Regional GIS. Three GIS maps will be produced that depict development types inside and outside UGBs as well as rural development.

These scenarios will then be subject to the following evaluation of impacts:

1. Air and water quality and rare habitat
2. Farm and forest lands
3. Water and wastewater capacity, costs, and responsibility
4. Transportation system capacity and costs (depends on grant funding)

The scenarios will be digitized this summer (timing of grant funding permitting) and the evaluation of the first three items will commence. It is hoped that the scenarios will be digitized and presented to the Policy Board in early fall. The methodology and assumptions will be included in a technical report and the results in a *Draft Alternative Regional Growth Scenarios Report* which will be presented to the Policy Advisory Board for review and comment. The sketches will be a tool for public outreach and will be modified to show UGB changes, increased intensity of development, and significant transportation system improvements likely to be needed to support the different scenarios.

Over the summer, staff will also continue to seek funding for public outreach and evaluation of transportation impacts if grant funding is not obtained and will return to the Policy Board with a proposal for public outreach.