



Sustaining Quality of Life in the Southern Willamette Valley

Draft Alternative Regional Growth Scenarios

October 6, 2003

This paper and attachments describe the three alternative regional growth scenarios developed for the Southern Willamette Valley within the context of Region 2050. The paper presents:

- ◆ the scenario concepts
- ◆ assumptions used to develop the scenarios
- ◆ the distribution of population and employment, housing densities, employment densities, and urban growth boundary (UGB) acres reflected in the scenarios
- ◆ graphic illustrations of the scenarios in mapped form

<p>Please note: Due to unanticipated technical difficulties, the tables, graphics and maps of the scenarios are not included in this packet and will be presented at the meeting.</p>
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Region 2050 is a long-range planning effort to prepare a Regional Strategy that improves and sustains quality of life in the Southern Willamette Valley. The Regional Strategy includes a Regional Growth Management Strategy and goals, objectives, and prioritized actions in six categories: land use, housing, economic development, transportation, natural resources, and community facilities and services, including education.

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.

Background

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.

Attached: Compact Urban Growth Alternative Regional Growth Scenario
 Satellite Communities Alternative Regional Growth Scenario
 Rural Growth Alternative Regional Growth Scenario



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Compact Urban Growth Alternative Regional Growth Scenario

October 2, 2003

This paper describes the Compact Urban Growth Scenario, one of three alternative regional growth scenarios developed for the Southern Willamette Valley within the context of Region 2050.¹ The paper presents:

- ◆ the scenario concept
- ◆ assumptions used to develop the scenario
- ◆ the distribution of population and employment, housing densities, employment densities, and urban growth boundary (UGB) acres reflected in the scenario
- ◆ graphic illustrations of the scenario in mapped form

Concept

In the Compact Urban Growth Scenario, the region would develop at the highest concentration practical, given anticipated market forces. The regional distribution of growth is similar to today, with most of the growth occurring within the metropolitan 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.

Assumptions

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

The following assumptions were used to develop the scenario.

- **Land use assumptions.**
Land use assumptions were entered into the Regional Geographic Information System (GIS). The assumptions were based on the results of the May 2003 Interactive Workshop, as modified by the RTAC. The attached tables were generated by the GIS based on the land use assumptions entered for the

¹ The other two scenarios, *Satellite Communities* and *Rural Growth*, are described in separate attachments.

scenario. The tables show the distribution of population and employment, as well as the resulting densities and UGB acres in the scenario. The attached illustration portrays this scenario in map form and is a graphic depiction of the GIS map digitized at the land use level.

- **The greatest share of the region’s population and employment growth locates in the metropolitan cities.**
UGB population and employment for all cities except Coburg² is based on a projection of past trends, adjusted to reflect anticipated shifts, e.g., greater growth in Veneta than in the past due to services being provided that allow for the lifting the building moratorium, and anticipated land use and boundary changes. Of the three scenarios, this scenario results in the greatest share of regional population and employment growth in the metropolitan 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; regional commuter services and major improvements will be made to Clear Lake Road.
- **The Metropolitan UGB and some small city UGBs expand to accommodate growth.**
There is a significant expansion of the metropolitan 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 the greatest increase in the metropolitan 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 metropolitan cities, because they will experience the greatest growth. Assumptions about nodal development and other development types, and the digitized GIS maps at the land use level were used to estimate realistic, achievable densities in the metropolitan cities.
- **Employment densities increase in the metropolitan 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 metropolitan cities is assumed as these cities increase in population and employment. Research of similar-sized

² Coburg’s population targets are based on the results of a recent visioning process in that community. Past trends cannot be used for the analysis because growth will be affected by the anticipated installation of the city’s first municipal wastewater system.

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 metropolitan cities. In the small cities and rural areas, 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 metropolitan 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 metropolitan UGB.



Sustaining Quality of Life in the Southern Willamette Valley

Satellite Communities Alternative Regional Growth Scenario

October 2, 2003

This paper describes the Satellite Communities Growth Scenario, one of three alternative regional growth scenarios developed for the Southern Willamette Valley within the context of Region 2050.³ The paper presents:

- ◆ the scenario concept
- ◆ assumptions used to develop the scenario
- ◆ the distribution of population and employment, housing densities, employment densities, and urban growth boundary (UGB) acres reflected in the scenario
- ◆ graphic illustrations of the scenario in mapped form

Concept

In the Satellite Communities 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 small town 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 close in proximity to the metropolitan area become growth centers: Alvadore, Pleasant Hill, and Goshen.

Assumptions

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 following assumptions were used to develop the scenario.

³ The other two scenarios, *Compact Urban Growth* and *Rural Growth*, are described in separate attachments.

- **Land use assumptions.**
 Land use assumptions were entered into the Regional Geographic Information System (GIS). The assumptions were based on the results of the May 2003 Interactive Workshop, as modified by the RTAC. The attached tables were generated by the GIS based on the land use assumptions entered for the scenario. The tables show the distribution of population and employment, as well as the resulting densities and UGB acres in the scenario. The attached illustration portrays this scenario in map form and is a graphic depiction of the GIS map digitized at the land use level.
- **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 and employment for the metropolitan cities, small cities, and growth centers 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 graphic). Jobs and housing are more equalized in the satellite communities, except Coburg and Junction City, which already have more jobs than housing. Rural population was calculated using the regional GIS.
- **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 metropolitan 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. Assumptions about nodal development and other development types, and the digitized GIS maps at the land use level were used to estimate realistic, achievable densities in the metropolitan 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 more jobs in their UGBs. As population in the small cities increases, so does the market area for local goods and services. Intensification of employment land in these cities is assumed as these cities increase in population and employment, particularly the small cities. The digitized GIS maps at the land use level were used to estimate realistic, achievable densities in the metropolitan 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.



Sustaining Quality of Life in the Southern Willamette Valley

Rural Growth Alternative Regional Growth Scenario

October 2, 2003

This paper describes the Rural Growth Scenario, one of three alternative regional growth scenarios developed for the Southern Willamette Valley within the context of Region 2050.⁴ The paper presents:

- ◆ the scenario concept
- ◆ assumptions used to develop the scenario
- ◆ the distribution of population and employment, housing densities, employment densities, and urban growth boundary (UGB) acres reflected in the scenario
- ◆ graphic illustrations of the scenario in mapped form

Concept

In the Rural Growth Scenario, growth is distributed throughout the region on rural lands inside and outside rural communities. Housing in these areas develops at lower densities than within developed areas. There is a lot more rural development than today.

Assumptions

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.

The following assumptions were used to develop the scenario.

- **Land use assumptions.**
Land use assumptions were entered into the Regional Geographic Information System (GIS). The assumptions were based on the results of the May 2003 Interactive Workshop, as modified by the RTAC. The attached tables were generated by the GIS based on the land use assumptions entered for the scenario. The tables show the distribution of population and employment, as

⁴ The other two scenarios, *Compact Urban Growth* and *Rural Growth*, are described in separate attachments.

well as the resulting densities and UGB acres in the scenario. The attached illustration portrays this scenario in map form and is a graphic depiction of the GIS map digitized at the land use level.

- **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 metropolitan 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 metropolitan 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 an evaluation of the transportation impacts of the scenario has been completed.

- **The UGBs of Cottage Grove, Junction City, Coburg, and the metropolitan 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 metropolitan area.

- **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. Assumptions about nodal development and other development types, and the digitized GIS maps at the land use level were used to estimate realistic, achievable densities in the metropolitan cities. Rural residential densities will increase over what is currently allowed by state and local law.

- **Employment and employment densities increase in the metropolitan cities.**

Employment will be concentrated in the metropolitan 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 metropolitan cities is assumed as these cities increase in population and employment. Assumptions about nodal development and other development types, and the digitized GIS maps at the land use level were used to estimate realistic, achievable densities in the metropolitan cities. In the small cities and rural areas, 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. 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 lower quality farm and forest land adjacent to UGBs and adjacent to exception lands.