



Draft Regional Growth Management Strategy Outline

October 11, 2005

I. INTRODUCTION

(Describe Region 2050 process and background.)

II. REGION

(Describe region and include a map of the Southern Willamette Valley)

III. REGIONAL GROWTH MANAGEMENT STRATEGY DECISION-MAKING PROCESS

(Describe the final process agreed to by participants. See RTAC Memorandum: *DRAFT Regional Growth Management Strategy Decision-Making Framework Options*)

- a. Regional Growth Management Strategy Agreement Process
- b. Adoption Process for Land Use Actions
- c. Monitoring Program (a system for monitoring progress toward achievement of the goals)
- d. Amendment Process (a process for correction of the techniques if monitoring indicates that the techniques are not achieving the goals)

IV. THE PROBLEM

The problem is the potential impact of regional growth on land use and development patterns, housing, economy, transportation, natural resources and the environment, community facilities and services, and education. (Summarize and attach alternative growth scenario evaluation reports in each category.)

V. PARTICIPANTS AND PUBLIC INVOLVEMENT

(List all participants and describe their participation. Describe public outreach process. Reference *Public Involvement Report*.)

VI. GOALS, OBJECTIVES, AND MEASURES¹

(Insert Goals, Objectives, and Measures in each category)

Note: The measures included in this section **apply to individual jurisdictions**, i.e., the specific measures agreed-to by one jurisdiction may differ from measures agreed-to by

¹ There is consensus on the Regional Goals and Objectives unanimously approved by the Policy Board working collaboratively with state agencies. They were reviewed by the individual elected bodies and planning commissions in the eleven local jurisdictions and by the public in the public outreach process and no changes were requested.

other jurisdictions and one jurisdiction will **not** adopt measures that direct another jurisdiction to take an action.

Some example measures are included below in order to begin the discussion. The measures that are included in the *Draft Regional Growth Management Strategy* will be included at the specific request of participating local governments. Participating jurisdictions may want to refer to the *Design Your Future Community Meeting Report* for their city and the rural areas for a detailed source of measures (i.e., actions) to protect quality of life in the goal categories.

a. Regional Growth Management Strategy

1) Goal:

Region 2050's goal is to improve and sustain the region's quality of life by building regional consensus among public and private interests on goals, objectives, and actions in seven inter-dependent quality of life categories:

1. Land Use and Development Patterns
2. Natural Resources, Open Space and the Environment
3. Community Facilities and Services
4. Jobs and the Economy
5. Housing
6. Transportation
7. Education

2) Objectives:

- a) Maintain the autonomy of the local jurisdictions in any regional strategies.
- b) Pursue an integrated approach that addresses the inter-relationships among the seven categories.
- c) Value the interests of all local governments in the region by using consensus decision-making processes requiring unanimous consent of all Policy Board members present.
- d) Achieve grass-roots support for proposals through a public education and outreach program and stakeholder process designed to facilitate understanding of the issues, conditions, possible futures, choices, and trade-offs.
- e) Evaluate proposals based on consideration of current and possible future conditions such as economic, technological, financial, ecological, and social equity.
- f) Identify regional needs, compare community visions with regional needs, identify gaps and conflicts, develop an action plan, and review periodically.

3) Example Measures:

(See Regional Technical Advisory Committee Memorandum: *Regional Growth Management Strategy Decision-Making Framework Options*.)

b. Land Use and Development Patterns

1) Goal:

Promote land use and development patterns that sustain and improve quality of life in the Southern Willamette Valley, maintain each community's identity, facilitate economic development, and conserve and manage natural resources.

2) Objectives:

1. Identify the appropriate future distribution of population and employment throughout the region based on the vision of the region and the individual communities.
2. Provide employment opportunities, affordable housing choices, open space and natural areas, and access to goods and services.
3. Promote efficient use of land and limit adverse impacts on environmentally sensitive lands. *Implementation Action:* Encourage redevelopment and increased densities in cities where necessary and desired.
4. Identify regional strategies that support downtown revitalization in all cities.
5. Maintain rural community identities and protect productive farm and forest lands.
6. Consider rural residential development patterns and needs.
7. Develop a regional strategy to maintain and improve access to community, recreational, and cultural services.

3) Example Measures:

- a) Amend the comprehensive plan to refer to the Regional Growth Management Strategy and jurisdiction-specific Preferred Growth Scenario Map² as a general, non-parcel-specific guide to development types to meet long-range land use needs of the individual jurisdiction. The jurisdiction-specific Preferred Growth Scenario Map depicts Urban Reserve areas at the generalized land use level and provides the factual basis for 50-year population and employment targets.³

² The Preferred Growth Scenario Map for each jurisdiction will not be used to determine parcel-specific comprehensive plan designations. It will serve as a guide to the mix of development types that would be needed to serve regional land use and development goal and objectives.

³ Note: The use of the Regional Problem Solving Process is necessary in order to designate Urban Reserves in many of the areas shown in the Preferred Growth Scenario Map.

- b) Set coordinated population targets for each city and the rural area for the year 2050, based on the results of the Regional Housing Needs Analysis and Regional Residential Lands Capacity Analysis.⁴
- c) Set employment targets for each city and the rural area for the year 2050, based on the results of the Regional Employment Lands Capacity Analysis and Regional Economic Opportunities Analysis.
- d) Set density targets for UGB capacity analysis for housing and employment.
- e) Set density thresholds or other criteria to trigger UGB expansions.
- f) Set coordinated population targets in ten-year increments, years 2000 to 2050 and amend the adopted “coordinated population projections” to be consistent with the 50-year population targets.⁵
- g) Amend the comprehensive plan to condition the Urban Reserves, population and employment targets and densities, and UGB expansions on the ability to address constraints to growth imposed by public facility financing and needed transportation system improvements.

c. Housing

1) Goal:

Seek to ensure that each community has an adequate variety of housing types to meet the needs of residents.

2) Objectives:

- 1. Foster public-private partnerships to address unmet local and regional housing needs.
- 2. Encourage a variety of housing options for residents in the region, including housing that varies by type, affordability, and location.
- 3. Encourage the availability of adequate financial and technical assistance to meet the housing needs of residents in the region.
- 4. Encourage conservation of the existing housing stock.
- 5. Encourage the incorporation of energy and water efficiency standards in housing for retrofits and remodels. *Implementation Action:* Encourage financial incentives.

⁴ The *Preferred Growth Scenario Technical Report* will contain the detailed methodology, assumptions, and GIS modeling results for the capacity analysis and will document the factual basis for the targeted population and employment figures in the Preferred Growth Scenario.

⁵ The Regional 2050 population will be modified based on the 2040 Lane County population projection updated by the Oregon Department of Administrative Services based on 2000 U.S. Census data.

6. Encourage urban environments that promote neighborhood livability.
- 3) Example Measures:
 - a) Address housing affordability objectives by including needed residential development types in Preferred Growth Scenario Map and Housing Needs Analysis Model.

d. Economy

Note: The Preferred Growth Scenario Map will not limit employment lands in any of the UGBs or Urban Reserve areas.⁶ The Map will illustrate and calculate the employment capacity of the development types portrayed on the Map as directed by each individual jurisdiction.

Note: The Preferred Growth Scenario Map will target growth in areas where there is a minimal impact on farm and forest industries. Where there is an impact, the impact will be documented and an exception to Statewide Planning Goals 3 and/or 4 will be required as part of the process of endorsing the Regional Strategy and adopting the Map for those areas affected.

1) Goal:

Promote a diverse regional economy in the Southern Willamette Valley that facilitates access to quality employment, goods, and services throughout the region, while recognizing the unique advantages of each community.

2) Objectives:

1. Encourage partnerships with local organizations, communities, and businesses to help achieve local and regional economic development goals.
2. Promote the development of a full range of local job opportunities throughout the region with a focus on family wage jobs.
3. Work collaboratively to encourage economic diversity throughout the region and encourage cooperation and communication between communities to reduce competition.
4. Enhance “human capital” in the region, fostering a skilled, educated labor force that can attract high-wage industries.
5. Promote redevelopment of brownfields and other sites and identify financing techniques to facilitate redevelopment projects.

⁶ There is no statutory requirement for coordinated employment targets as there is for coordinated population.

6. Promote management of resource lands, including agriculture and forest, in a manner that maximizes the long-term return for the local economy and maintains the long-term health of the resource lands.

3) Example Measures:

- a) Address employment needs and opportunities consistent with the findings of the Economic Opportunities Analysis of employment development types in the Preferred Growth Scenario Map.

e. Transportation

Note: Technical Reports containing the Regional Transportation System modelling methodology, assumptions, and modelling results and expert analyses document the factual basis for the identified transportation system improvements needed to serve the targeted population and employment figures in the Preferred Growth Scenario.

Note: The designation of Urban Reserves and the regional transportation modelling allows for broad level transportation facility planning, providing the desired 50-year timeframe for planning these facilities and will enable the region to meet federal transportation planning requirements.

1) Goal:

Develop and maintain transportation systems in the region while improving transportation choice and air and water quality.

2) Objectives:

1. Minimize anticipated increases in congestion and maintain high air quality through a blend of regional transportation approaches that provide alternative transportation options and reduce single-occupant automobile trips.
2. Identify and implement self-supporting financing strategies for maintaining and developing multiple modes of transportation in the region.
3. Maintain and improve intra- and inter-regional mobility, including providing convenient access to commuter services (public transportation, express bus, park and ride, car pools) throughout the region and particularly in areas with high levels of commuting to employment centers. *Implementation Action:* Increase public and private transportation access for the transportation disadvantaged, especially in small cities.
4. Encourage the improvement and expansion of mass transit to and within outlying communities.

5. Where feasible, work cooperatively with the private sector to develop and implement incentives to use alternative transportation (taxi providers, shuttle services).

3) Example Measures:

- a) Amend local and state transportation plans consistent with the Transportation System Improvements identified in the Regional Transportation Plan, as modified over time to reflect changes in technology, dramatic fluctuations in fuel prices and availability, and other factors.⁷
- b) Coordinate the prioritization of transportation system improvements with the growth targets and UGB expansion timeframes in the Land Use and Development Patterns section of this Strategy and in the Regional Preferred Growth Scenario Map.

f. Natural Resources and the Environment

1) Goal:

Protect, restore, manage, and enhance important natural resources and open spaces, and maintain high quality air, water, and land resources in the Southern Willamette Valley.

2) Objectives:

1. Develop and implement a vision for regional natural resources and open space that protects and connects valuable farm and forest lands, wetlands, surface and ground water resources, wildlife habitat, and opportunities for recreation.
2. Sustain and improve air quality throughout the region.
3. Develop a regional approach to restoring and protecting endangered and threatened plants and animals. Work to prevent sensitive species from becoming threatened or endangered.
4. Minimize the loss of important natural resources, unique habitats, and open spaces as development occurs.
5. Mitigate environmental impacts, and impacts to important natural resources, where some impact is unavoidable.

⁷ Note: See Public Involvement Report for comments about peak oil and its potential effect on travel behavior, among other things.

6. Provide adequate facilities throughout the region to meet existing and future recreational needs.
 7. Foster increased environmental sensitivity and stewardship through public education.
- 3) Example Measures:
- a) Amend local plan and codes to address impacts to air and water quality and rare habitat and suggested mitigation measures to avoid or address those impacts identified in the *Environmental Evaluation of the Preferred Growth Scenario*.
 - b) Incorporate the Vision in the Rivers to Ridges report into the Preferred Growth Scenario Map or reference the vision in the Regional Growth Management Strategy; and identify desired buffers around communities that are not included in the Rivers to Ridges Vision.

g. Community Facilities and Services

1) Goal:

Develop a regional approach to identify, improve, and maintain infrastructure and community services in the Southern Willamette Valley.

2) Objectives:

1. Work collaboratively to ensure the availability of a full range of infrastructure and services to meet the needs of all residents in the region.
2. Identify innovative strategies and partnerships to finance existing and future facility expansions and improvements.
3. Develop a regional strategy to place less demand on infrastructure through enhanced conservation policies and practices.
4. Develop a regional strategy to improve access to telecommunications facilities.

3) Example Measures:

- a) Amend comprehensive plans, public facility plans, and SDCs to reflect agreed-upon changes in the manner and locations in which water, wastewater, and electric services are provided in the region (specify desired changes).

The designation of Urban Reserves sets new service level targets for water and wastewater facility planning, providing the desired 50-year timeframe for planning these facilities. This action also addresses the need for water and wastewater facilities to be enhanced in some of the small cities in order for them to be able to serve the growth shown in the Preferred Growth Scenario and for population and employment targets to be set consistent with each city's ability to provide these services.

h. Education

1) Goal:

Develop a regional strategy to improve and maintain access to high quality educational services throughout the region.

2) Objectives:

3) Example Measures:

- a) Work cooperatively with school districts throughout the region to maintain and improve access to quality education.

VII. PREFERRED GROWTH SCENARIO MAP

(Map to include visions of each community with gaps and conflicts identified and resolved.)

VIII. PERFORMANCE INDICATORS, INCENTIVES AND DISINCENTIVES

(Develop and insert agreed-upon actions.)

- a. Performance Indicators (Measurable indicators of performance toward achievement of the goals)
- b. Incentives and Disincentives (A system of incentives and disincentives to encourage successful implementation of the techniques chosen by the participants to achieve the goals.)

IX. FINDINGS OF COMPLIANCE WITH THE PURPOSE OF STATEWIDE PLANNING GOALS

Note: Findings of compliance with the purpose of the Statewide Planning Goals are needed for land use actions taken at the local level as part of the Regional Problem Solving Process. The findings in this section will support the Preferred Growth Scenario Maps and land use actions identified in the measures in Chapter VI of the Strategy as well as any land use actions adopted by local governments concurrently with the Strategy endorsement process.

- Goal 1: Public Involvement**
(Summarize and reference *Region 2050 Public Involvement Report*)
- Goal 2: Land Use Planning**
(Summarize and reference decision-making process, measures, and tools such as intergovernmental agreement, and statutory authorities, such as Regional Problem Solving Statute; and *Goal Exceptions Report*, if applicable.)
- Goal 3: Agricultural Lands**
(Summarize and reference Farm and Forest Committee Report for Preferred Growth Scenario)
- Goal 4: Forest Lands**
(Summarize and reference Farm and Forest Committee Report for Preferred Growth Scenario)
- Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources**
(Summarize and reference Environmental Evaluation Report for Preferred Growth Scenario)
- Goal 6: Air, Water and Land Resources Quality**
(Summarize and reference Environmental Evaluation Report for Preferred Growth Scenario)
- Goal 7: Areas Subject to Natural Disasters and Hazards**
(Summarize and reference Environmental Evaluation Report for Preferred Growth Scenario)
- Goal 8: Recreational Needs**
(Summarize and reference coordination with Rivers to Ridges.)
- Goal 9: Economic Development**
(Summarize and reference Regional Economic Opportunities Analysis report.)
- Goal 10: Housing**
(Summarize and reference Regional Housing Needs and Capacity Analysis Report.)
- Goal 11: Public Facilities and Services**
(Summarize and reference water and wastewater needs and measures for Preferred Growth Scenario in Strategy.)
- Goal 12: Transportation**
(Summarize and reference Regional Transportation Plan for Preferred Growth Scenario.)

Goal 13: Energy Conservation

(Summarize and reference Environmental Evaluation Report for Preferred Growth Scenario)

Goal 14: Urbanization

(Cite section of Regional Problem Solving Statute and intergovernmental agreement (if applicable), Land Use and Development Patterns measures in Regional Growth Management Strategy, Preferred Growth Scenario Map, and Urban Reserves.)

Goal 15: Willamette River Greenway

(Cite and applicable Land Use and Development Patterns measures in Regional Growth Management Strategy.)

Goal 16, 17, 18, 19: Coastal Goals (Do not apply).

APPENDIX

- *Resolution Supporting the Concept of a Coordinated Growth Management Strategy for the Southern Willamette Valley Region (Central Lane County)*, adopted in 1999 by the Lane County Board of Commissioners and the Cities of Coburg, Cottage Grove, Creswell, Eugene, Junction City, Lowell, Oakridge, Springfield, Veneta, and Westfir.
- Intergovernmental Agreements