

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO: 23-07

In the Matter of Amending Lane Code Chapter 10.600-15 to reflect Amendments to the Springfield Development Code Relating to the Springfield Comprehensive Plan Map and Land Use Element; Adopting a Savings and Severability Clause; and Providing an Effective Date (File No. 509-PA23-05369).

**WHEREAS**, in 1986, the City of Springfield, Lane County, and City of Eugene jointly adopted the Eugene-Springfield Metropolitan Area General Plan (*Metro Plan*) diagram as a generalized map depicting land use designations applicable within the *Metro Plan* boundary and as a graphical depiction of the broad goals, objectives, and policies of the *Metro Plan*;

**WHEREAS**, in 2007, the Oregon Legislature adopted ORS 197.304 requiring the City of Springfield and City of Eugene to each establish an independent urban growth boundary (UGB) and demonstrate that each cities' comprehensive plan provides sufficient buildable lands within its UGB to accommodate needed housing under Oregon statute;

**WHEREAS**, the City of Springfield and Lane County adopted a separate Springfield UGB and adopted the Residential Land Use and Housing Element as the first element of the Springfield Comprehensive Plan (Springfield Ordinance 6268, adopted June 20, 2011; Lane County Ordinance PA09-6018, adopted July 6, 2011);

**WHEREAS**, the City of Springfield and Lane County amended the *Metro Plan* diagram to reflect a *Metro Plan* Boundary that is coterminous with the Springfield UGB east of Interstate 5 (Springfield Ordinance 6288, adopted March 18, 2013; Lane County Ordinance PA 1281, adopted June 4, 2013);

**WHEREAS**, the City of Springfield, Lane County and the City of Eugene adopted amendments to the *Metro Plan* that allow each city to determine the extent to which particular sections in the *Metro Plan* will apply within the individual city's UGB through future amendments to the *Metro Plan* (Springfield Ordinance 6332, adopted December 1, 2014, Lane County Ordinance PA 1313, adopted November 12, 2014; Eugene Ordinance 20545, adopted November 25, 2014);

**WHEREAS**, the City of Springfield and Lane County adopted amendments to the Springfield UGB to accommodate needed employment lands and adopted the Springfield Comprehensive Plan Economic Element and Urbanization Element (Springfield Ordinance 6361, adopted December 5, 2016; Lane County Ordinance PA-1304, adopted December 6, 2016);

**WHEREAS**, the City of Springfield has adopted area-specific refinement plans that supplement the *Metro Plan* policies for a specific geographical area, including property-specific refinement plan maps that amend the *Metro Plan* diagram, including the Gateway Refinement Plan, Glenwood Refinement Plan, East Main Refinement Plan, Mid-Springfield Refinement Plan, Q Street Refinement Plan, East Kelly Butte Refinement Plan, and Downtown Refinement Plan;

**WHEREAS**, in November 2021, the City of Springfield received a technical assistance grant from the Oregon Department of Land Conservation and Development to enable the City of Springfield to prepare and adopt a Springfield Comprehensive Plan Map that provides comprehensive plan designations at the property-specific level within the Springfield UGB, to serve as the basis for future Springfield housing capacity analysis;

**WHEREAS**, the City of Springfield initiated a Type II *Metro Plan* amendment pursuant to *Metro Plan* Chapter IV and Springfield Development Code 5.14.115.B.2, to amend the *Metro Plan* and Springfield

Comprehensive Plan to adopt the Springfield Comprehensive Plan Map as a replacement of the *Metro Plan* diagram within the Springfield UGB, and to adopt the Springfield Comprehensive Plan Land Use Element;

**WHEREAS**, the City of Springfield is concurrently adopting amendments to six neighborhood area refinement plans and the Springfield Development Code to implement the Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map;

**WHEREAS**, in accordance with the Community Engagement Plan endorsed by the Springfield Committee for Citizen Involvement, the City of Springfield has provided opportunities for public engagement including but not limited to a Project Advisory Committee, a Technical Resource Group, specific outreach to owners of property with ambiguous or uncertain plan designations, and online and in-person open houses including project information in both English and Spanish;

**WHEREAS**, on July 18, 2023, the Springfield and Lane County planning commissions conducted a properly noticed joint public hearing on the proposed amendments and approved a recommendation to the Springfield City Council and Lane County Board of Commissioners to adopt the proposed amendments;

**WHEREAS**, on October 16, 2023, the Springfield City Council and Lane County Board of Commissioners conducted a properly noticed joint public hearing; and

**WHEREAS**, on January 9, 2024, the Lane County Board of Commissioners held a duly noticed public meeting and a third reading on the Ordinance and is now ready to take action based upon the above planning commission recommendations and evidence and testimony in the record and presented at the public hearing; and

**WHEREAS**, substantial evidence exists within the record demonstrating that the proposed amendments meet the requirements of the *Metro Plan*, Springfield Development Code, Lane Code, and other applicable state and local law as described in the Staff Report and Findings included as Exhibit B which are adopted in support of this Ordinance,

**NOW, THEREFORE, The Board of County Commissioners of Lane County ordains as follows:**

**Section 1:** In support of adoption of this Ordinance, the above recitals and referenced exhibits are adopted and incorporated here by this reference.

<b><u>Section 2:</u></b>	<b><u>REMOVE THESE SECTIONS</u></b>	<b><u>INSERT THESE SECTIONS</u></b>
	10.600-15	10.600-15

Said section is attached hereto as Exhibit A and incorporated here by this reference. The purpose of this code amendment is to add reference to this Ordinance and Board of County Commissioner’s action adopting amendments to the City of Springfield land use regulations which are applied by the City of Springfield on urbanizable lands within the Springfield Urban Growth Boundary.

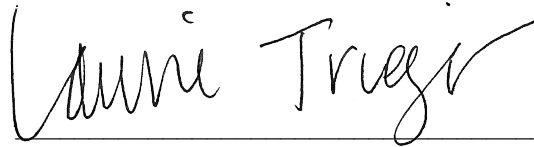
**Section 3:** The Springfield Development Code is amended as provided in Exhibit C, attached hereto and incorporated by this reference, to implement the Springfield Comprehensive Plan Map and Land Use Element.

**Section 4:** Savings Clause. Except as specifically amended herein, the regulations of Lane Code and the Springfield Development Code will continue in full force and effect.

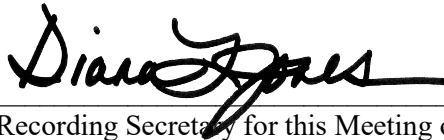
**Section 5:** Severability Clause. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is, for any reason, held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portion hereof.

**Section 6:** Effective date of Ordinance. The effective date of this Ordinance is March 1, 2024; or upon the date that an ordinance is enacted by the Lane County Board of Commissioners approving the same amendments as provided in sections 1 through 3 of this Ordinance; or upon acknowledgment under ORS 197.625; whichever occurs last.

Enacted this 9th day of January, 2024



Laurie Trieger, Chair  
Lane County Board of  
Commissioners



Recording Secretary for this Meeting of the Board

# EXHIBIT A

At left margin indicates changes  
**Bold** indicates material being added  
~~Strikethrough~~ indicates material being deleted

Lane Code

**10.600-15 – Applicable Land Use Regulations.**

Lane County has adopted the following land use regulations to be applied by Springfield on urbanizable land within the Springfield Urban Growth Boundary.

- (1) The Springfield Development Code adopted by the Lane County Board of Commissioners as part of Ordinance No. 16-86, and amended by Ordinance Nos. 5-89, 18-90, 9-91, 13-91, 14-92, 5-93, 13-94, 3-97, 7-99, 10-00, 13-04, 2-05, 2-06, 16-07, 4-09, 7-11, 3-12, 13-05, 13-07, 14-13, 14-15, 16-05, 18-06, 19-05, 21-08, 22-03, ~~and 23-08~~, **and 23-07**.
- (2) Copies of these applicable land use regulations shall be on file at the Lane County Land Management Division.

(Ordinance 16-86, 11.24.86; Ordinance 5-89, 5.31.89; Ordinance 11-89, 11.21.89; Ordinance 18-90, 12.19.90; Ordinance 9-91, 9.20.91; Ordinance 13-91, 9.25.91; Ordinance 14-92, 1.8.93; Ordinance 5-93, 8.26.93; Ordinance 13-94, 1.11.95; Ordinance 3-97, 4.18.97; Ordinance 7-99, 12.8.99; Ordinance 10-00, 12.13.00; Ordinance 13-04, 7.1.04; Ordinance 2-05, 9.9.05; Ordinance 2-06, 4.14.06; Ordinance 16-07, 1.4.08; Ordinance 4-09, 10.15.09; Ordinance 7-11, 11.4.2011; Ordinance 3-12, 10.05.12; Ordinance 13-05, 11.19.13; Ordinance 13-07, 04.15.14; Ordinance 14-13, 11.25.14; Ordinance 14-15, 1.2.15; Ordinance 16-05, 1.5.17; Ordinance 18-06, 7.10.18; Ordinance 19-05, 4.9.2020; Ordinance 21-08, 3.10.22; Ordinance 22-03, 7.1.22; Ordinance 23-08, 1.11.24)

**10.600-15 – Applicable Land Use Regulations.**

Lane County has adopted the following land use regulations to be applied by Springfield on urbanizable land within the Springfield Urban Growth Boundary.

- (1) The Springfield Development Code adopted by the Lane County Board of Commissioners as part of Ordinance No. 16-86, and amended by Ordinance Nos. 5-89, 18-90, 9-91, 13-91, 14-92, 5-93, 13-94, 3-97, 7-99, 10-00, 13-04, 2-05, 2-06, 16-07, 4-09, 7-11, 3-12, 13-05, 13-07, 14-13, 14-15, 16-05, 18-06, 19-05, 21-08, 22-03, 23-08, and 23-07.
- (2) Copies of these applicable land use regulations shall be on file at the Lane County Land Management Division.

(Ordinance 16-86, 11.24.86; Ordinance 5-89, 5.31.89; Ordinance 11-89, 11.21.89; Ordinance 18-90, 12.19.90; Ordinance 9-91, 9.20.91; Ordinance 13-91, 9.25.91; Ordinance 14-92, 1.8.93; Ordinance 5-93, 8.26.93; Ordinance 13-94, 1.11.95; Ordinance 3-97, 4.18.97; Ordinance 7-99, 12.8.99; Ordinance 10-00, 12.13.00; Ordinance 13-04, 7.1.04; Ordinance 2-05, 9.9.05; Ordinance 2-06, 4.14.06; Ordinance 16-07, 1.4.08; Ordinance 4-09, 10.15.09; Ordinance 7-11, 11.4.2011; Ordinance 3-12, 10.05.12; Ordinance 13-05, 11.19.13; Ordinance 13-07, 04.15.14; Ordinance 14-13, 11.25.14; Ordinance 14-15, 1.2.15; Ordinance 16-05, 1.5.17; Ordinance 18-06, 7.10.18; Ordinance 19-05, 4.9.2020; Ordinance 21-08, 3.10.22; Ordinance 22-03, 7.1.22; Ordinance 23-08, 1.11.24)

# EXHIBIT B

## STAFF REPORT & FINDINGS TYPE 4 – LEGISLATIVE AMENDMENTS

<b>Project Name:</b>	Springfield Comprehensive Plan Map Clarification Project
<b>Affected Area:</b>	Applies to all land within the Springfield Urban Growth Boundary, which includes land within city limits and urbanizable land outside city limits
<b>City of Springfield Case Number:</b>	811-23-000129-TYP4
<b>Lane County Case Number:</b>	509-PA23-05396
<b>Joint City of Springfield and Lane County Planning Commissions Hearing:</b>	July 18, 2023
<b>Lane County Board 1<sup>st</sup> Reading:</b>	September 26, 2023
<b>Joint City Council and Board of County Commissioners Hearing:</b>	October 16, 2023
<b>City Council 2<sup>nd</sup> Reading:</b>	November 20, 2023

---

### I. NATURE OF THE AMENDMENTS

The City of Springfield and Lane County seek approval of amendments to adopt a Springfield Comprehensive Plan Map and Land Use Element that replaces the text in Chapter II-G of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and replaces the plan designations shown on the Metro Plan Diagram for land within the Springfield Urban Growth Boundary (UGB). The amendments apply to all land within the Springfield UGB, which includes land within city limits and urbanizable land outside city limits. This proposal includes amendments to:

- The Springfield Comprehensive Plan to adopt a Springfield Comprehensive Plan Map and a Land Use Element and to amend additional text for consistency with this action, as shown in **Exhibit A – Draft Springfield Comprehensive Plan Amendments**, which includes:
  - Exhibit A-1 Springfield Comprehensive Plan Map (The following refinement plan diagrams are amended as depicted in Exhibit A-1: Downtown, East Kelly Butte, East Main, Gateway, Glenwood, Mid-Springfield, and Q Street.)
  - Exhibit A-2 Land Use Element of Springfield Comprehensive Plan
  - Exhibit A-3 Additional text amendments to Springfield Comprehensive Plan
- The Metro Plan to reflect that the Springfield Comprehensive Plan Map and Land Use Element will replace the text in Metro Plan Diagram Chapter II-G and replaces the plan designations shown on the Metro Plan Diagram for lands within the Springfield UGB, as shown in **Exhibit B – Draft Metro Plan Amendments**.
- Springfield’s Gateway and Glenwood Refinement Plans text for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element, as shown in **Exhibit C – Draft Neighborhood Refinement Plan Amendments for Co-adoption**.



- Springfield’s East Main, Mid-Springfield, and Q Street Refinement Plans text for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element, as shown in **Exhibit D – Draft Neighborhood Refinement Plan Amendments for Springfield-only adoption**.
- Springfield’s Downtown Refinement Plan for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element and to clarify amendments adopted by Ordinance 6148 (2005), as shown in **Exhibit E – Draft Downtown Refinement Plan Amendments (Springfield-only adoption)**.
- The Springfield Development Code for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element, as shown in **Exhibit F – Springfield Development Code Amendments**.
- Supporting information summarizing the process and approach to create the Springfield Comprehensive Plan Map is provided in **Attachment 7 – Methodology for Springfield Comprehensive Plan Map** of the October 16, 2023 Springfield City Council and Lane County Board of Commissioners meeting materials.

## II. BACKGROUND

For decades, Eugene and Springfield shared a comprehensive plan: the Eugene-Springfield Metropolitan Area General Plan (“Metro Plan”). The Metro Plan was created as the sole, long-range plan (a public policy and vision document) for metropolitan Lane County, including Springfield and Eugene. Both cities recently established separate urban growth boundaries based on a determination of land supplies needed to meet anticipated growth. As a result, comprehensive planning is evolving toward city-specific plans.

As part of continuing to develop the Springfield Comprehensive Plan, a key step is to create a map that shows existing plan designations for each property in Springfield by interpreting and clarifying the Metro Plan Diagram, which was adopted most recently as an 11” x 17” paper map in 2004. The Metro Plan Diagram is a “broad brush,” graphic depiction of projected land uses and major transportation corridors but does not meet today’s needs for showing which plan designations apply to each property within the region. Establishing a property-specific Springfield Comprehensive Plan Map will add greater certainty for understanding the planned land uses. The map will provide timely, accurate information, ultimately increasing confidence in the land use process by providing a solid visual understanding of existing plans and policies.

Given the scale of the Metro Plan Diagram, it was not always clear how to precisely draw the line between differing plan designations (shown as different colors) to develop Springfield’s Comprehensive Plan Map. Staff began work to clarify boundaries of plan designations by researching land use records for all properties that appeared to be near another designation on the Metro Plan Diagram. Staff also verified that the proposed version of Springfield’s Comprehensive Plan Map reflects neighborhood refinement plans and any changes to the Metro Plan Diagram adopted since 2004. Staff approached this project with a mix of policy and technical research and informed conversations to seek input on mapping approaches.

The project’s Community Engagement Plan includes strategies for working with stakeholders and the general public, including outreach to the broader community and to the owners of property within the areas that require interpretation to seek their knowledge and confirm the understanding of plan designations for their properties. Interviews with city jurisdictions in Oregon, discussions with the Technical Resource Group and Project Advisory Committee, and guidance from Springfield Planning Commission and City Council influenced how the proposed Springfield Comprehensive Plan Map looks and functions in the context of the proposed Land Use Element of Springfield’s Comprehensive Plan. Attachment 7 – Methodology for Springfield Comprehensive Plan Map provides additional detail about the approach to creating a property-specific Comprehensive Plan Map for Springfield and associated outreach.

The Springfield Comprehensive Plan Map is accompanied by a Land Use Element that transfers the relevant plan designation descriptions from the Metro Plan with some revisions and updates to reflect what applies in Springfield. The Land Use Element also includes a goal, policies, and implementation strategies related to the Springfield Comprehensive Plan Map. To support establishing a Springfield Comprehensive Plan Map and Land Use Element, related amendments are included as described in Section I – Nature of the Amendments.

### **III. PROCEDURAL REQUIREMENTS**

The amendments are a Type 4 legislative decision because the amendments apply to all land within the Springfield UGB, which includes land within city limits and urbanizable land outside city limits. Under Springfield Development Code (SDC) 5.14.110 and Lane Code 12.300, amendments to the Metro Plan are reviewed under Type 4 procedures as a legislative action. Under SDC 5.14.120(E), amendments to the Springfield Comprehensive Plan are processed as a Metro Plan amendment. Metro Plan amendments are further classified into “types” in Metro Plan Chapter IV, in SDC 5.14.115, and in Lane Code 12.300.010; this is a Type 2 (Type II in Metro Plan and Lane Code) amendment. The amendments are consistent with Metro Plan Policy IV.7.b and IV.12. As such, the Type 2 Metro Plan amendments being considered in conjunction with amendments to Springfield’s Comprehensive Plan require approval by Springfield and Lane County, as they will apply to all land within the Springfield UGB.

Under SDC 5.6.110, amendments to Refinement Plans and the Development Code text are reviewed under a Type 4 procedure as legislative actions.

Per SDC 5.1.600 and the urban transition agreement between the City of Springfield and Lane County, the amendments require a review and recommendation by the Springfield Planning Commission, and Lane County Planning Commission at Lane County’s discretion, prior to action being taken by the Springfield City Council and Lane County Board of Commissioners. The Director for the City of Springfield initiated the amendments on behalf of the City of Springfield as is allowed under SDC 5.14.125(B) and 5.6.105(B).

The Director must send notice to the Department of Land Conservation and Development (DLCD) as specified in OAR 660-18-0020. On June 13, 2023, the City submitted a joint City-County “DLCD Notice of Proposed Amendment” to DLCD in accordance with DLCD submission guidelines via the FTP website. The notice was mailed 35 days in advance of the first evidentiary hearing as required by ORS 197.610(1) and OAR 660-018-0020.

SDC 5.14.130(A) requires the City to provide notice to other relevant governing bodies. The City of Eugene and Lane County received notice on June 28, 2023. Springfield is the “home city” for this amendment. Lane County is included because the amendments apply to unincorporated land within the Springfield UGB.

SDC 5.1.615 and Lane Code Section 14.060 require advertisement of legislative land use decisions in a newspaper of general circulation, providing information about the legislative action and the time, place, and location of the hearing. Notice of the public hearing concerning this matter was published on Thursday, June 22, 2023 in The Chronicle and on Tuesday, June 27, 2023 in The Register Guard, advertising the first evidentiary hearing before the joint City of Springfield and Lane County Planning Commissions on July 18, 2023. Notice of the joint public hearing before the Springfield City Council and Lane County Board of Commissioners on October 16, 2023 concerning this matter was published on Thursday, September 21, 2023 in The Chronicle and The Register Guard. The content of these notices complied with the requirements in SDC 5.1.615 and Lane Code 14.060 for legislative actions. Notice was also posted in accordance with SDC 5.1.615(B) and sent to Springfield’s Development Review Committee in accordance with SDC 5.1.615(E). SDC 5.1.615(C) and (D) do not apply to the amendments.

#### Springfield and Lane County Planning Commissions

The Springfield and Lane County Planning Commissions held a joint public hearing on July 18, 2023 and closed the hearing. One person submitted written testimony prior to the joint Planning Commission public hearing. Mr. Farrington, a member of the Project Advisory Committee, encouraged the Planning Commissions to recommend adoption of the amendments and noted this work will help provide greater clarity to property owners. The Planning Commissions made recommendations of approval of the amendments to the Springfield City Council and Lane County Board of Commissioners which are the Approval Authorities for the final local decision.

#### Springfield City Council and Lane County Board of Commissioners

The Lane County Board of Commissioners conducted a first reading of Lane County Ordinance PA 1390 and Ordinance 23-07 on September 26, 2023. The Springfield City Council and Lane County Board of Commissioners held a joint public hearing on the amendments on October 16, 2023 and closed the hearing. This was City Council’s first reading of Springfield’s Ordinance.

## **IV. APPROVAL CRITERIA & FINDINGS**

The amendments to the Metro Plan and Springfield Comprehensive Plan are subject to the same set of approval criteria, which are referenced below under “Metro Plan & Springfield Comprehensive Plan Amendments.” The amendments to Springfield’s Downtown, East Main, Gateway, Glenwood, Mid-Springfield, and Q Street Refinement Plans and to the Springfield Development Code are subject to a different set of approval criteria listed on page 14 under “Refinement Plan and Development Code Amendments.”

Findings showing that the amendments meet the applicable criteria of approval appear in regular text format. Direct citations or summaries of criteria appear in *bold italics* and precede or are contained within the relevant findings.

## METRO PLAN & SPRINGFIELD COMPREHENSIVE PLAN AMENDMENTS

The applicable criteria of approval for amendments to the Metro Plan and the Springfield Comprehensive Plan are at Springfield Development Code 5.14.135 (Metro Plan Amendments), and Chapter 12.100.050 (Method of Adoption and Amendment) and 12.300.030 (Metro Plan Amendment Criteria) of the Lane Code (LC).

### ***SDC 5.14.135 (Metro Plan Amendments)***

A Metro Plan amendment may be approved only if the Springfield City Council and other applicable governing body or bodies find that the proposal conforms to the following criteria:

- (A) The amendment shall be consistent with applicable Statewide Planning Goals; and***
- (B) Plan inconsistency:***
  - (1) In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent.***
  - (2) In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan.***

### ***LC 12.300.030 (Metro Plan Amendment Criteria)***

The following criteria will be applied by the Board of Commissioners and other applicable governing body or bodies in approving or denying a Metro Plan amendment application:

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals; and***
- B. The proposed amendment does not make the Metro Plan internally inconsistent.***

## CONSISTENCY WITH APPLICABLE STATEWIDE PLANNING GOALS (SDC 5.14.135(A); LC 12.300.030.A)

### *Statewide Land Use Planning Goal 1: Citizen Involvement*

**Finding 1:** The project's Community Engagement Plan was the foundation for engaging the Springfield community and stakeholders in the process of creating the amendments. The Springfield Committee for Citizen Involvement (CCI) approved the project's Community Engagement Plan in March 2022. Community engagement involved a(n):

- Mailing to owners of properties that required research needed to clarify plan designations in:
  - Winter 2022: Letter requesting clarifying information during early stages of property research
  - Spring 2023: Postcard announcing the Draft Comprehensive Plan Map was ready for review and feedback and the multiple options for how to learn more and provide feedback
- Project webpage that provided background information, announcements of upcoming meetings along with meeting materials, content from previous meetings, materials for review (including the draft map), timeline, staff contact information, and ways to connect with project information in Spanish.
- Project Advisory Committee: This CCI-appointed Committee (June 7, 2022) resulted from extensive recruitment efforts, such as:
  - Direct e-mail announcements and invitations to apply

- Announcements on the project webpage, on the homepage on the City’s website, on the City’s social media platforms, to the Springfield City Club, in the Springfield Chamber of Commerce Bottom Line newsletter, and in a news release
- Informational flyers around City Hall and other locations around town

The Committee was made up of Springfield residents, Springfield property and business owners/people with other experience working in Springfield (including private-sector land use planning experience), volunteer experience in the region, and more. The Committee met five times and received e-mail updates between meetings and after its last meeting. Meetings were open to the public to observe and were advertised on the project webpage and City Events calendar.

- Technical Resource Group comprised of the Springfield Utility Board, Springfield Public Schools, Willamalane Park and Recreation District, Lane County, Lane Council of Governments, City of Eugene, and the Oregon Department of Land Conservation and Development. The Group met four times and received e-mail updates after meetings.
- Online open house, which ran from April 18 through May 11, 2023. The online open house materials included the draft maps (PDF and web-based interactive version), a storyboard presentation to give context for the draft materials, and comment form.
- In-person open house, held on May 4, 2023, which provided opportunities for participants to view and comment on the printed and web-based/interactive versions of the draft map, to speak with the project team, gather printed project information, use a supervised activity station for children, and have light refreshments.
- Set of Frequently Asked Questions with answers (also translated into Spanish). These questions and answers appeared on the webpage and were available in printed format at the in-person open house.
- Work sessions with Planning Commission on November 1, 2022 and April 18, 2023.
- Work session Council on November 28, 2022.

**CONCLUSION:** Accordingly, the process used to inform the amendments meets Goal 1.

*Statewide Land Use Planning Goal 2: Land Use Planning*

Finding 2: Goal 2, in part, requires Springfield to have and follow a comprehensive land use plan and implementing regulations. The Metro Plan, Springfield Comprehensive Plans, Springfield’s neighborhood refinement plans, and Springfield Development Code support this required planning framework. The Oregon Land Conservation and Development Commission previously acknowledged each of these components of Springfield’s land use planning program as consistent with Oregon’s Statewide Land Use Planning Goals.

Finding 3: The actions with this adoption package include amendments to existing, acknowledged plans and associated regulations by way of amendments to the Metro Plan, Springfield Comprehensive Plan, Springfield’s neighborhood refinement plans, and the Springfield Development Code. The amendments include replacing the plan designations shown on the Metro Plan Diagram, which is the existing regional comprehensive plan map, with a Springfield Comprehensive Plan Map that shows property-specific plan designations in the Springfield UGB.

Finding 4: The amendments to the Metro Plan’s text are limited to clarifying that Chapter II-G and the designations shown on the Metro Plan Diagram no longer apply to Springfield, to

amending additional text throughout the Metro Plan for consistent referencing of applicable planning documents (i.e., the Springfield Comprehensive Plan where appropriate), explaining the Willamette River Greenway boundary as shown on Springfield's Comprehensive Plan Map, and to explaining how to use the Metro Plan and/or Springfield Comprehensive Plan and their relationship in the context of land use planning in Lane County.

Finding 5: The amendments to the Metro Plan Diagram are to no longer show land use designations within Springfield's portion of the Metro Plan Boundary east of Interstate 5. As such, the Metro Plan Diagram amendments do not involve redesignating land.

Finding 6: The amendments to the Springfield Comprehensive Plan add a Land Use Element (chapter), reference the Springfield Comprehensive Plan (as opposed to the Metro Plan) where appropriate throughout the Plan, and add a Comprehensive Plan Map to replace the Metro Plan Diagram.

Finding 7: The text of the Land Use Element captures existing text from the previously adopted and acknowledged Metro Plan document and describes the relationship between the various planning documents that apply to making decisions about land use in Springfield. As such, the land use planning framework in Springfield will remain materially unchanged as a result of the amendments though the resources used to refer to properties' designations and to the designations' meanings will differ. The text amendments:

- Transfer the relevant descriptions of Plan designations from the Metro Plan to the Springfield Comprehensive Plan with some revisions and updates to reflect what applies to Springfield, and in so doing:
  - Remove language that does not apply to Springfield (e.g., references to Eugene)
  - Revise the transferred Metro Plan text for Nodal Development, Mixed Use, Public Land and Open Space, and Residential designations to reflect amendments and clarify how they apply in Springfield
- Add a section that clarifies the relationship of the Springfield Comprehensive Plan to the Metro Plan, functional plans, and Springfield's neighborhood refinement plans; and
- Identify goals, policies, and implementation strategies within the Land Use Element

Finding 8: The Springfield Comprehensive Plan Map accompanies the previously described text changes. The Map shows property lines based on tax lot lines; consolidates the Government and Education, Parks and Open Space, and other similar designations into one designation: Public Land and Open Space; and consistently shows Nodal Development as an overlay designation as opposed to a base designation and/or overlay designation depending on the location. These amendments do not materially change how land can be used or developed in Springfield and are a result of the work that would otherwise be necessary to interpret plan designations for specific properties where ambiguity remains on the Metro Plan Diagram in the case of the Metro Plan Diagram continuing to apply to Springfield. Attachment 7 – Methodology for Springfield Comprehensive Plan Map describes the method the City used to interpret and apply existing designations to the Comprehensive Plan Map.

Finding 9: The actions described in these Goal 2 findings align with Statewide Planning Goal 2, as they: (1) identify the issues of determining appropriate plan designations for specific properties where such determination is based on a generalized diagram that is not property

specific and that is unaccompanied by policy that would enable a solid understanding of how land can be used in Springfield’s urbanized and urbanizable areas; (2) create solutions to address these issues as presented in the policies and implementation strategies of Exhibit A-2 Land Use Element of Springfield Comprehensive Plan as based on stakeholder input as described in the findings under Statewide Land Use Planning Goal 1; and, (3) make use of an easier-to-read Comprehensive Plan Map a reality (Exhibit A-1 Springfield Comprehensive Plan Map).

Finding 10: The amendments do not elicit compliance with the remaining aspects of Goal 2, as they do not: (1) include taking an exception to Goal 2; and, (2) involve changes to the Springfield Development Code that create new regulations consistent with Goal 2, Part III, Sections F.1 and F.2 as demonstrated in the findings.

**CONCLUSION:** Accordingly, the amendments meet Statewide Planning Goal 2.

*Statewide Land Use Planning Goals 3 & 4: Agricultural and Forest Lands*

Finding 11: These Goals apply to land outside of Springfield’s UGB, and as such, do not apply to the amendments.

*Statewide Land Use Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces*

Finding 12: Goal 5 does not apply to the map and text amendments to the Metro Plan and Springfield Comprehensive Plan. Springfield conducts its inventories of its natural, scenic and historic areas, and open space resources through separate processes and protects the significant resources through programs. These features are shown on specific maps, which have since been adopted via ordinance and acknowledged by the Oregon Land Conservation and Development Commission. The amendments do not include any changes to the adopted and acknowledged inventories or their protection. The waterbodies shown on the Springfield Comprehensive Plan Map (Exhibit A-1) are for illustrative purposes to orient map users to Springfield’s geography. The text amendments to the Metro Plan and Springfield Comprehensive Plan do not relate to Goal 5.

*Statewide Land Use Planning Goal 6: Air, Water and Land Resources Quality*

Finding 13: Goal 6 does not apply to the map and text amendments to the Metro Plan and Springfield Comprehensive Plan. The amendments do not alter the City’s acknowledged land use programs regarding the control of pollution to protect the quality of Springfield’s air, water, and land resources and do not change the uses allowed to develop—whether outright or conditionally. The water resources, some of which are water quality limited watercourses, shown on the Springfield Comprehensive Plan Map (Exhibit A-1) are for illustrative purposes to orient map users to Springfield’s geography. The amendments do not alter the Regional Transportation Plan or the City’s acknowledged Transportation System Plan, the policies of which can influence air quality.

*Statewide Land Use Planning Goal 7: Areas Subject to Natural Hazards*

Finding 14: Goal 7 does not apply to the map and text amendments to the Springfield Comprehensive Plan and the Metro Plan as shown in Exhibits A and B. The amendments do not

alter the City's acknowledged land use programs regarding potential landslide areas and flood management protections.

*Statewide Land Use Planning Goal 8: Recreational Needs*

Finding 15: Goal 8 does not apply to the amendments. The Recreation Element of the Springfield Comprehensive Plan and the Parks and Recreation Facilities Element of the Metro Plan guide the implementation of Springfield's recreational needs. Willamalane Park and Recreation District's Comprehensive Plan is the Recreation Element of Springfield's Comprehensive Plan. Changes to Willamalane Park and Recreation District's Comprehensive Plan and to the text of Metro Plan's Parks and Recreation Facilities Element are not part of the amendments.

*Statewide Land Use Planning Goal 9: Economic Development*

Finding 16: The Springfield Comprehensive Plan amendments (also referred to as "Springfield 2030 Comprehensive Plan" amendments)—adopted in 2016 as Springfield Ordinance 6361 and Lane County Ordinance PA 1304—expanded the Springfield UGB and Metro Plan boundary. This UGB expansion added land intended to allow Springfield to meet its long-term needs for employment based on the findings of the Commercial and Industrial Buildable Lands Inventory. Springfield assigned an Urban Holding Area – Employment (UHA-E) plan designation on a property-specific basis within the expansion area. The Oregon Land Conservation and Development Commission approved the expansion and corresponding Plan amendments in March 2019 (Approval Order 19-UGB-001900), thereby acknowledging the amendments. The UHA-E designation will remain in effect until the appropriate permanent employment designation is adopted through a City-initiated planning process or an owner-initiated plan amendment process, which is not part of this present application. The amendments to the Metro Plan and Springfield Comprehensive Plan retain the property-specific, interim employment designations in the UGB expansion area and do not change the acreage available for employment land identified in the Commercial and Industrial Buildable Lands Inventory in Springfield's UGB, including land within city limits. The amendments do not fundamentally change the goals and policies applicable to economic development in Springfield, which are the policies in the Economic Element of the Springfield Comprehensive Plan. Accordingly, the City remains in compliance with Goal 9.

*Statewide Land Use Planning Goal 10: Housing*

Finding 17: In August 2011, the Oregon Land Conservation and Development Commission acknowledged the Springfield 2030 Refinement Plan Residential Land Use and Housing Element ("Housing Element"). This Element is part of the Springfield Comprehensive Plan. The amendments do not involve substantive changes to the acknowledged goals and policies of the Housing Element of Springfield's Comprehensive Plan. This Element supplements and refines the Residential Land Use and Housing Element of the Metro Plan, which also applies to land use planning for housing in Springfield. The amendments do not change the goals and policies therein. The amendments to the Metro Plan Diagram and to the Springfield Comprehensive Plan for adoption of a Springfield Comprehensive Plan Map do not redesignate property and therefore do not affect the Buildable Lands Inventory. Accordingly, the City remains in compliance with Goal 10.



### *Statewide Land Use Planning Goal 11: Public Facilities and Services*

Finding 18: Goal 11 does not apply to the amendments. Goal 11 requires Springfield to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Pursuant to OAR 660-011-0020(2), a public facility plan must identify significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. The Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (PSFP) and the Springfield 2035 Transportation System Plan (TSP) are the City's acknowledged public facilities and transportation system plans that inform infrastructure investments (i.e., water, stormwater, wastewater, transportation, and electricity) in Springfield. The amendments do not entail changes to the acknowledged TSP or PSFP, nor do they change the acknowledged comprehensive plans (Metro Plan and Springfield Comprehensive Plan) in ways that would require additional or different public facilities projects in the PSFP or TSP. The Goal 12 findings below further address transportation planning.

### *Statewide Land Use Planning Goal 12: Transportation*

Finding 19: The Transportation Planning Rule (OAR 660-012-0060) implements Goal 12. OAR 660-012-0060 requires a local government to establish mitigation measures if an amendment to an acknowledged functional plan, comprehensive plan, or land use regulation would “*significantly affect an existing or planned transportation facility.*” Subsections (1)(a)-(c) determine whether the requested amendments to the Metro Plan and Springfield Comprehensive Plan significantly affect a transportation facility.

Finding 20: An amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility under Subsection 1(a) if it: “*Change[s] the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan).*” The amendments do not change any functional classification under OAR 66-012-0060(1)(a) as shown in Exhibits A and B.

Finding 21: An amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility under Subsection 1(b) if it: “*Change[s] standards implementing a functional classification system.*” The amendments do not change the City's standards for implementing its functional classification system under OAR 66-012-0060(1)(b) as shown in Exhibits A and B.

Finding 22: Under Subsection (1)(c), an amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility if it: (A) *results in types or levels of travel or access inconsistent with the functional classification of a transportation facility;* (B) *degrades the performance of a transportation facility such that it would not meet performance standards identified in the TSP or comprehensive plan;* or (C) *degrades the performance of a transportation facility that is otherwise projected to not meet the performance standards in the TSP or comprehensive plan.* To determine whether the amendments “significantly affect” a transportation facility within the meaning of (1)(c), a local government should compare the most traffic-generative use reasonably allowed under current land use requirements with the most traffic-generative use reasonably allowed under the amendments. The amendments to the Metro Plan and Springfield Comprehensive Plan do not change the uses that the Springfield Development Code allows outright, conditionally allows, or prohibits. The amendments do not change the most

traffic-generative uses reasonably allowed. Accordingly, the amendments do not result in any of the effects described under (A)-(C).

OAR chapter 660, Division 12 includes provisions adopted under the “Climate Friendly and Equitable Communities” rules adopted and certified effective on August 17, 2022, as amended by temporary rules effective May 12, 2023 through November 7, 2023. These provisions are either not yet operative for the City of Springfield under OAR 660-012-0012 or apply only upon amendment to the Springfield Transportation System Plan. Amendments to Springfield’s Transportation System Plan do not accompany the subject amendments, and therefore the remaining provisions of OAR chapter 660, Division 12, are not applicable.

**CONCLUSION:** The amendments do not “significantly affect” an existing or planned transportation facility under OAR 660-012-0060(1)(a), (b), or (c) and thus comply with OAR 660-012-0060 and Goal 12 requirements.

#### *Statewide Planning Goal 13: Energy Conservation*

Finding 23: Goal 13 does not apply to the amendments. The City’s acknowledged regulations that implement Goal 13 remain unaffected by the amendments. The amendments do not entail proposed development and do not change the types of development allowed outright or conditionally.

#### *Statewide Planning Goal 14: Urbanization*

Finding 24: The Oregon Land Conservation and Development Commission acknowledged Springfield’s UGB expansion in 2019. The diagram and map amendments show the UGB as previously acknowledged in 2019.

Finding 25: The 2019 acknowledgement brought land into Springfield’s expanded UGB that was rurally designated by Lane County to new designations administered by Springfield: Public/Semi-Public, Urban Holding Area- Employment, and Natural Resource. Springfield applied these new designations on a property-specific basis. The diagram and map amendments retain the property-specific designations, with the exception of the Public-Semi-Public designation—the function of which is fundamentally unchanged. The Public/Semi-Public designation acknowledged in 2019 is to be named: Public Land and Open Space to provide a consistent naming convention throughout Springfield and to produce a map that is easier to read. The text amendments to the Springfield Comprehensive Plan to rename Public/Semi Public to Public Land and Open Space will not result in additional changes to the Springfield Comprehensive Plan or Metro Plan regarding the purpose or outcomes of this designation. As shown in Exhibit B, Metro Plan Chapter II-G: Metro Plan Diagram, will no longer apply to Springfield.

Finding 26: The designations of remaining areas within Springfield’s UGB (including property within the city limits) are more clearly represented with property lines on the Springfield Comprehensive Plan Map as compared to the generalized, large-scale Metro Plan Diagram. As previously noted, the amendments to the Springfield Comprehensive Plan Map depict the Metro Plan designations at a more precise scale as described in Attachment 7 – Methodology for Springfield Comprehensive Plan Map and amend the Metro Plan to no longer show Plan

designations within the Springfield UGB (coterminous with the Metro Plan boundary) as shown in Exhibit B. These actions do not affect Springfield’s approach to using land efficiently within its UGB through orderly and logical growth patterns as specified by Goal 14.

**CONCLUSION:** Accordingly, the City remains in compliance with Goal 14.

*Statewide Planning Goal 15: Willamette River Greenway*

**Finding 27:** Goal 15 does not apply to the amendments. The Metro Plan Diagram has previously shown the Willamette River Greenway (“Greenway”) boundary, and the Greenway boundary will continue to be shown on the Springfield Comprehensive Plan Map in its existing location (Exhibit A-1). The Springfield Comprehensive Plan Map and associated amendments do not change to the applicability of the Greenway boundary as reflected in the previously acknowledged Metro Plan Diagram. Additionally, the amendments do not entail development activities within the Greenway boundary.

*Statewide Planning Goals 16-19: Estuarine Resources, Coastal Shorelands, Beaches and Dunes, Ocean Resources*

**Finding 28:** These Goals do not apply to the amendments. Land within Springfield’s UGB (land within city limits and the urbanizable land outside city limits) is outside of Oregon’s coastal areas to which Goals 16-19 apply.

**CONCLUSION:** The amendments to the Metro Plan and Springfield Comprehensive Plan are consistent with the applicable Statewide Land Use Planning Goals based on the aforementioned findings and thus meet the criteria at SDC 5.14.135 and LC 12.300.030.

***ADOPTION OF THE AMENDMENT SHALL NOT MAKE THE METRO PLAN OR SPRINGFIELD COMPREHENSIVE PLAN INTERNALLY INCONSISTENT (SDC 5.14.135(B); LC 12.300.030.B)***

**Finding 29:** The Metro Plan anticipated Springfield would continue creating aspects of its land use planning program on a city-specific basis to reflect the unique needs of Springfield. The Metro Plan also anticipated the need for comprehensive land use planning to occur based on property-specific maps years before Springfield began work to create its Comprehensive Plan Map. Precedent for the amendments exists in the introductory text and explanatory text in Chapter II-G of the Metro Plan as described on pages iii-v, II-G-2—II-G-3, and IV-5 Policy 10.

**Finding 30:** As summarized, pages iii through v state:

*ORS 197.304, adopted by the Oregon Legislature in 2007, requires Eugene and Springfield to divide the metropolitan UGB into two city-specific UGBs... The ORS 197.304 mandates are being carried out by the two cities and Lane County through a series of incremental actions over time rather than through a Metro Plan Update process. Some of the land use planning that has historically been included in the Metro Plan will, instead, be included in the cities’ separate, city-specific comprehensive plans... The three jurisdictions<sup>1</sup> anticipate*

---

<sup>1</sup> Lane County, Springfield, and Eugene

*that the implementation of ORS 197.304 will result in a regional land use planning program that continues to utilize the Metro Plan and regional functional plans for land use planning responsibilities that remain regional in nature. City-specific plans will be used to address those planning responsibilities that the cities address independently of each other... ORS 197.304 allows the cities to adopt local plans that supplant the regional nature of the Metro Plan “[n]otwithstanding . . . acknowledged comprehensive plan provisions to the contrary.” As these local plans are adopted, Eugene, Springfield and Lane County wish to maintain the Metro Plan as a guide that will direct readers to applicable local plan(s) when Metro Plan provisions no longer apply to one or more of the jurisdictions. Therefore, when Eugene or Springfield adopts a city-specific plan to independently address a planning responsibility that was previously addressed on a regional basis in the Metro Plan, that city will also amend the Metro Plan to specify which particular provisions of the Metro Plan will cease to apply within that city.*

**Finding 31:** Upon reference to the instances where the Metro Plan Diagram is “parcel-specific” as described on Metro Plan page II-G-2<sup>2</sup>,” page II-G-3 of the Metro Plan states, in part:

*There is a need for continued evaluation and evolution to a parcel-specific diagram.*

**Finding 32:** Policy IV.10 on page IC-5 states, in part:

*... Until a city has adopted a city-specific comprehensive plan that explicitly supplants the relevant portion of the Metro Plan, that city’s refinement and functional plans must be consistent with the Metro Plan. After a city has adopted a city-specific comprehensive plan that explicitly supplants the relevant portion of the Metro Plan, that city’s refinement and functional plans must be consistent with its city specific comprehensive plan (instead of the Metro Plan).*

**Finding 33:** The primary purpose of amending the Metro Plan is to continue Springfield’s evolution to a city-specific plan where appropriate. Planning actions in response to ORS 197.304 have included Springfield’s acknowledged Residential Land Use and Housing Element, Economic, Urbanization, and Transportation Elements of its Comprehensive Plan. Springfield’s creation of a property-specific Comprehensive Plan Map is the next step so that planning for future residential, economic, and other needs is based on clear information about Springfield’s existing conditions. The necessary amendments to the Metro Plan, as previously described under Goal 2 findings and incorporated herein by reference, are for consistent and appropriate referencing and use of terms (Exhibit B). While the plan designations within Springfield’s segment of the Metro Plan boundary east of Interstate 5 no longer apply to Springfield, the Metro Plan designations were transferred to Springfield’s Comprehensive Plan Map and have been interpreted for specificity where needed (Attachment 7 – Methodology for Springfield Comprehensive Plan Map). The remaining policy components of the Metro Plan will not conflict with this approach given the amendments do not involve new Metro Plan findings, new goals or policies in response to those findings, or modified text to existing findings, goals, or policies beyond clarifying where the Springfield Comprehensive Plan now applies.

---

<sup>2</sup> Parcels shown on the Metro Plan Diagram with a clearly identified Plan designation (i.e., parcels that do not border one plan designation); lands outside the UGB within the Metro Plan Boundary (though this instance no longer applies to Springfield); parcels with parcel-specific designations adopted through the Plan amendment process

Finding 34: The primary purpose of amending the Springfield Comprehensive Plan is to add a Comprehensive Plan Map and accompanying Land Use Element, which establishes Springfield’s first property-specific Comprehensive Plan Map. The text supports the Map by describing how to use and interpret it. The amendments do not remove or create new goals, policies, or implementation strategies or actions for the Springfield Comprehensive Plan aside from the new Land Use Element. The amendments to the existing, adopted and acknowledged chapters of the Springfield Comprehensive Plan are administrative in nature and support consistent and appropriate use of plans and application of policy, as they reference which land use plan applies when reading a policy (e.g., Metro Plan, or Springfield Comprehensive Plan, or both).

**CONCLUSION:** Based on the preceding findings, the amendments do not make the Metro Plan or Springfield Comprehensive Plan internally inconsistent. The criteria at SDC 5.14.135(B) and LC 12.300.030.B are met.

## REFINEMENT PLAN AND DEVELOPMENT CODE AMENDMENTS

The applicable approval criteria for the amendments are at:

*SDC 5.6.115 (Refinement Plans, Plan Districts and the Development Code—Adoption or Amendment):*

- (A) In reaching a decision on the adoption or amendment of refinement plans and this code’s text, the City Council shall adopt findings that demonstrate conformance to the following:
  - (1) The Metro Plan and Springfield Comprehensive Plan;*
  - (2) Applicable State statutes; and*
  - (3) Applicable State-wide Planning Goals and Administrative Rules.**
- (B) Applications specified in SDC 5.6.105 may require co-adoption by the Lane County Board of Commissioners.*

### CRITERION #1: SDC 5.6.115(A)(1): CONFORMANCE WITH THE METRO PLAN AND SPRINGFIELD COMPREHENSIVE PLAN

Finding 1: The amendments to the neighborhood refinement plans and Springfield Development Code are made in direct response to Criterion 5.6.115(a)(1) to align the text of affected refinement plans and Code to the Metro Plan and/or Springfield Comprehensive Plan where applicable. The Springfield Comprehensive Plan itself is the reason for the resultant amendments to the Springfield Development Code, and as demonstrated in the Findings under the approval criteria at SDC 5.14.135(B) and LC 12.300.030.B, incorporated herein by reference, precedent for the subject amendments exists in the Metro Plan.

Finding 2: The amendments to Springfield’s neighborhood refinement plans are limited to those described in Exhibits C, D, and E. Referencing the Springfield Comprehensive Plan instead of, or in addition to, the Metro Plan where appropriate and correctly referencing designation names to align with the Comprehensive Plan Map are not substantive policy changes that affect the future development character and function of Springfield’s neighborhoods. The amendments depict Nodal Development areas as overlays and combine various public- and parks-based

designations into one designation name of “Public Land and Open Space” but do not change the original descriptions or intent of the various pre-existing designations. As such, the amendments are merely labelling changes to aid in making the Comprehensive Plan Map easy to read and in making policy easier to interpret and apply.

**Finding 3:** The amendments to the Springfield Development Code in response to the creation of the Springfield Comprehensive Plan Map and Land Use Element of the Springfield Comprehensive Plan are also narrowly scoped and administrative in nature as shown in Exhibit F. The purpose of these changes is to aid the user of the Development Code by clarifying how to navigate applicable planning documents, whether the Metro Plan and/or the Springfield Comprehensive Plan.

**Finding 4:** The text amendments to the Downtown Refinement Plan include a correction to clarify that the policies in the Refinement Plan’s Public Spaces Element adopted by Ordinance 6148 (2005) replace the Public Spaces Element adopted in Ordinance 5316 (1986). During the process of researching Springfield’s adopted refinement plans for this project, it became apparent that Ordinance 6148 did not clearly state whether the intent was to only amend but retain the original 1986 Public Spaces policies or whether the intent was to amend and replace the existing policies. Since 2005, however, the Downtown Refinement Plan was published on the City’s website without the 1986 Public Spaces Element policies. Because retaining the 1986 policies would make the Public Spaces Element redundant to the added 2005 policies, the amendment clearly removes the 1986 Plan policies in favor of the 2005 policies, as shown in Exhibit E. These amendments do not change any other content of the Metro Plan or Springfield Comprehensive Plan.

**CONCLUSION:** Based on the preceding findings, the refinement plan and Code amendments conform to the Metro Plan and Springfield Comprehensive Plan. Approval criterion SDC 5.6.115(A)(1) is satisfied.

***CRITERION #2: SDC 5.6.115(A)(2): CONFORMANCE WITH APPLICABLE STATE STATUTES***

**Finding 5:** ORS 197.175 generally requires the City to exercise its planning and zoning responsibilities in accordance with ORS Chapters 195, 196 and 197 and the goals approved under ORS Chapters 195, 196 and 197. Compliance with Oregon’s Statewide Land Use Planning Goals are discussed under Criterion #1. There are no statutes in ORS Chapters 195, 196, or 197 that apply to the substance of these amendments.

**Finding 6:** ORS 197.610 and OAR 660-018-0020 require local jurisdictions to submit proposed comprehensive plan or land use regulation changes to the Oregon Department of Land Conservation and Development (DLCD). As noted in the Procedural Findings on pages 3-4 of this staff report, notice of the proposed amendments was provided to DLCD more than 35 days in advance of the first evidentiary hearing concerning the amendments.

**CONCLUSION:** Based on the aforementioned finding, the refinement plan and Code amendments are consistent with applicable state statutes and meet SDC 5.6.115(A)(2).

**CRITERION #3: SDC 5.6.115(A)(3): CONFORMANCE WITH APPLICABLE STATEWIDE PLANNING GOALS AND ADMINISTRATIVE RULES**

**Finding 7:** The amendments to Springfield’s neighborhood refinement plans and the Springfield Development Code are the result of changes to the Springfield Comprehensive Plan and Metro Plan and the desired consistency between all four planning tools. The findings addressing the approval criteria at SDC 5.14.135(A) and LC 12.300.030.A for amendments to the Metro Plan and Springfield Comprehensive Plan are incorporated herein by reference in demonstration that the refinement plan and Code amendments conform to Oregon’s Statewide Planning Goals and Administrative Rules.

**CONCLUSION:** The applicable approval criteria at SDC 5.6.115 are satisfied.

**VI. OVERALL CONCLUSION:**

The findings herein demonstrate the Metro Plan and Springfield Comprehensive Plan amendments are consistent with the applicable criteria of approval at SDC 5.14.135 and LC 12.300.030, and the amendments to Refinement Plans and the Springfield Development Code are consistent with the applicable criteria of approval at SDC 5.6.115.

# EXHIBIT C



**CITY OF SPRINGFIELD, OREGON**  
**ORDINANCE NO. 6463 (GENERAL)**

**AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN (METRO PLAN) AND SPRINGFIELD COMPREHENSIVE PLAN TO ADOPT THE SPRINGFIELD COMPREHENSIVE PLAN MAP AND LAND USE ELEMENT; AMENDING THE DOWNTOWN REFINEMENT PLAN, GATEWAY REFINEMENT PLAN, GLENWOOD REFINEMENT PLAN, EAST KELLY BUTTE REFINEMENT PLAN, EAST MAIN REFINEMENT PLAN, MID-SPRINGFIELD REFINEMENT PLAN, AND Q STREET REFINEMENT PLAN; AMENDING THE SPRINGFIELD DEVELOPMENT CODE; ADOPTING A SAVINGS CLAUSE AND SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE**

**WHEREAS**, in 1986, the City of Springfield, Lane County, and City of Eugene jointly adopted the Eugene-Springfield Metropolitan Area General Plan (“Metro Plan”) diagram as a generalized map depicting land use designations applicable within the *Metro Plan* boundary and as a graphical depiction of the broad goals, objectives, and policies of the *Metro Plan*;

**WHEREAS**, in 2007, the Oregon Legislature adopted ORS 197.304 requiring the City of Springfield and City of Eugene to each establish an independent urban growth boundary (UGB) and demonstrate that each cities’ comprehensive plan provides sufficient buildable lands within its UGB to accommodate needed housing under Oregon statute;

**WHEREAS**, the City of Springfield and Lane County adopted a separate Springfield UGB and adopted the Residential Land Use and Housing Element as the first element of the Springfield Comprehensive Plan (Springfield Ordinance 6268, adopted June 20, 2011; Lane County Ordinance PA-096018, adopted July 6, 2011);

**WHEREAS**, the City of Springfield and Lane County amended the *Metro Plan* diagram to reflect a *Metro Plan* Boundary that is coterminous with the Springfield UGB east of Interstate 5 (Springfield Ordinance 6288, adopted March 18, 2013; Lane County Ordinance PA-1281, adopted June 4, 2013);

**WHEREAS**, the City of Springfield, Lane County and the City of Eugene adopted amendments to the *Metro Plan* that allow each city to determine the extent to which particular sections in the *Metro Plan* will apply within the individual city’s UGB through future amendments to the *Metro Plan* (Springfield Ordinance 6332, adopted December 1, 2014, Lane County Ordinance PA 1313, adopted November 12, 2014; Eugene Ordinance 20545, adopted November 25, 2014);

**WHEREAS**, the City of Springfield and Lane County adopted amendments to the Springfield UGB to accommodate needed employment lands and adopted the Springfield Comprehensive Plan Economic Element and Urbanization Element (Springfield Ordinance 6361, adopted December 5, 2016; Lane County Ordinance PA-1304, adopted December 6, 2016);

**WHEREAS**, the City of Springfield has adopted area-specific refinement plans that supplement the *Metro Plan* policies for a specific geographical area, including property-specific refinement plan maps that amend the *Metro Plan* diagram, including the Gateway Refinement Plan, Glenwood Refinement Plan, East Main Refinement Plan, Mid-Springfield Refinement Plan, Q Street Refinement Plan, East Kelly Butte Refinement Plan, and Downtown Refinement Plan;

**WHEREAS**, in November 2021, the City of Springfield received a technical assistance grant from the Oregon Department of Land Conservation and Development to enable the City of Springfield to prepare and adopt a Springfield Comprehensive Plan Map that provides comprehensive plan designations at the property-specific level within the Springfield UGB, to serve as the basis for future Springfield housing capacity analysis;

**WHEREAS**, the City of Springfield initiated a Type II *Metro Plan* amendment pursuant to *Metro Plan* Chapter IV and Springfield Development Code 5.14.115.B.2, to amend the *Metro Plan* and Springfield Comprehensive Plan to adopt the Springfield Comprehensive Plan Map as a replacement of the *Metro Plan* diagram within the Springfield UGB, and to adopt the Springfield Comprehensive Plan Land Use Element;

**WHEREAS**, the City of Springfield is concurrently adopting amendments to six neighborhood area refinement plans and the Springfield Development Code to implement the Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map;

**WHEREAS**, in accordance with the Community Engagement Plan endorsed by the Springfield Committee for Citizen Involvement, the City of Springfield has provided opportunities for public engagement including but not limited to a Project Advisory Committee, a Technical Advisory Group, specific outreach to owners of property with ambiguous or uncertain plan designations, and online and in-person open houses including project information in both English and Spanish;

**WHEREAS**, on July 18, 2023, the Springfield and Lane County planning commissions conducted a properly noticed joint public hearing on the proposed amendments and approved a recommendation to the Springfield City Council and Lane County Board of Commissioners to adopt the proposed amendments;

**WHEREAS**, on October 16, 2023, the Springfield City Council and Lane County Board of Commissioners conducted a properly noticed joint public hearing, and is now ready to take action based upon the above planning commission recommendations and evidence and testimony in the record and presented at the public hearing; and

**WHEREAS**, substantial evidence exists within the record demonstrating that the proposed amendments meet the requirements of the *Metro Plan*, Springfield Development Code, Lane Code, and other applicable state and local law as described in the Staff Report and Findings attached as Exhibit G, which are adopted in support of this Ordinance,

NOW, THEREFORE, THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1. The Springfield Comprehensive Plan is amended to adopt the Springfield Comprehensive Plan Map, Springfield Comprehensive Plan Land Use Element, and conforming text amendments, as provided in Exhibits A-1, A-2, and A-3, attached hereto and incorporated by this reference.

Section 2. The following refinement plan diagrams are amended as depicted in Exhibit A-1: Downtown Refinement Plan, East Kelly Butte Refinement Plan, East Main Refinement Plan, Gateway Refinement Plan, Glenwood Refinement Plan, Mid-Springfield Refinement Plan, and Q Street Refinement Plan.

Section 3. The *Metro Plan* is amended as provided in Exhibit B, attached hereto and incorporated by this reference, to (1) adopt text reflecting that *Metro Plan* Chapter II-G (Metro Plan Diagram) no longer applies within the Springfield UGB and is replaced by the Springfield Comprehensive Plan Land Use Element, and (2) adopt text reflecting that the plan designations depicted on the *Metro Plan* diagram no longer apply within the Springfield UGB and are replaced by the designations depicted on the Springfield Comprehensive Plan Map.

Section 4. The Gateway Refinement Plan text and Glenwood Refinement Plan text are amended as provided in Exhibit C, attached hereto and incorporated by this reference, for consistency with the Springfield Comprehensive Plan Map and Land Use Element.

Section 5. The East Main Refinement Plan text, Mid-Springfield Refinement Plan text, and Q Street Refinement Plan text are amended as provided in Exhibit D, attached hereto and incorporated by this reference, for consistency with the Springfield Comprehensive Plan Map and Land Use Element.

Section 6. The Downtown Refinement Plan text is amended as provided in Exhibit E, attached hereto and incorporated by this reference, for consistency with the Springfield Comprehensive Plan Map and Land Use Element and to correct textual errors in said plan.

Section 7. The Springfield Development Code is amended as provided in Exhibit F, attached hereto and incorporated by this reference, to implement the Springfield Comprehensive Plan Map and Land Use Element.

Section 8. Savings Clause.

(a) Except as specifically amended herein, the *Metro Plan*, Springfield Comprehensive Plan, Springfield area refinement plans, and the Springfield Development Code will continue in full force and effect.

(b) During the period following the adoption of this Ordinance and before the effective date provided in section 10, any lawfully adopted amendment to the *Metro Plan* diagram or an area refinement plan map shall automatically relate back to the Springfield Comprehensive Plan Map adopted in section 1 of this Ordinance, and to any applicable area refinement plan map adopted in section 2 of this Ordinance. The purpose of this provision is to prevent this ordinance from effectively repealing any *Metro Plan* diagram amendment or area refinement plan map amendment that is lawfully adopted following approval and adoption of this Ordinance, but prior to its effective date.

Section 9. Severability Clause. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is, for any reason, held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portion hereof.

[Ordinance continued on following page]

Section 10. Effective date of Ordinance. The effective date of this Ordinance is March 1, 2024; or upon the date that an ordinance is enacted by the Lane County Board of Commissioners approving the same amendments as provided in sections 1 through 4 and 7 of this Ordinance; or upon acknowledgment under ORS 197.625; whichever occurs last.

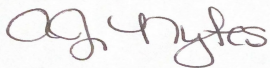
ADOPTED by the Common Council of the City of Springfield this 20 day of November, 2023, by a vote of 5 for and 0 against. (1 Absent - Blackwell)

APPROVED by the Mayor of the City of Springfield this 20th day of November, 2023.



\_\_\_\_\_  
Mayor

ATTEST:



\_\_\_\_\_  
City Recorder

REVIEWED & APPROVED  
AS TO FORM

Kristina Kraaz

DATE: 11/20/2023  
SPRINGFIELD CITY ATTORNEY'S OFFICE

## Springfield Development Code Amendments

Amendments to the following Springfield Development Code (SDC) Sections are shown in track changes on the following pages:

### 2.1.110 Purpose.

The regulations contained in this code are intended to ensure that development is:

- (A) Sited on property zoned in accordance with the applicable Springfield Comprehensive Plan Map ~~Metro Plan diagram~~ and/or applicable Refinement Plan diagram, Plan District map, and Conceptual Development ~~Plan;~~Plan.

### 3.2.105 Base Land Use Districts Established.

The Base Land Use Districts implement policies of the Metro Plan, Springfield ~~Comprehensive 2030 Refinement~~ Plan and any applicable refinement plan or plan district; regulate the use of land, structures, and buildings; and protect the public health, safety, and welfare. The following Base Land Use Districts are established consistent with applicable ~~Metro Plan and~~ Springfield Comprehensive 2030 Refinement Plan designations:

<i>Section</i>	<i>Base Land Use District Name</i>	<i>Springfield Comprehensive <del>Metro</del>-Plan Designation</i>
<a href="#"><u>3.2.200</u></a>	<b>Residential Land Use Districts</b>	
	R-1	Low Density Residential
	R-2	Medium Density Residential
	R-3	High Density Residential
<a href="#"><u>3.2.300</u></a>	<b>Commercial Land Use Districts</b>	
	NC Neighborhood Commercial	Neighborhood Commercial Facilities <b>(1)</b>
	CC Community Commercial	Community Commercial Centers
	MRC Major Retail Commercial	Major Retail Center
	GO General Office	Community Commercial Center, <del>&amp;</del> Major Retail Commercial Center, <u>General Office</u>
<a href="#"><u>3.2.400</u></a>	<b>Industrial Land Use Districts</b>	
	CI Campus Industrial	Campus Industrial
	LMI Light-Medium Industrial	Light Medium Industrial
	HI Heavy Industrial	Heavy Industrial
	SHI Special Heavy Industrial	Special Heavy Industrial
<a href="#"><u>3.2.500</u></a>	MS Medical Services District	<b>(2)</b>

<a href="#">3.2.600</a>	<b>Mixed Use Districts (3)</b>	
	MUC Mixed Use Commercial	<b>Mixed Use Plan Designations (4)</b>
	MUE Mixed Use Employment	
	MUR Mixed Use Residential	
<a href="#">3.2.700</a>	PLO Public Land and Open Space	Public <u>Land</u> and <u>Open Space</u> <del>Semi-Public</del>
<a href="#">3.2.800</a>	QMO Quarry and Mining Operations	Sand and Gravel
<a href="#">3.2.900</a>	<u>Agriculture—Urban Holding Area (AG)</u>	<u>Urban Holding Area-Employment (UHA-E), Natural Resource (NR)</u>

(1) Low, Medium, and High Density Residential designations.

(2) Medium and, High Density Residential, Community Commercial Center, Major Retail Center, and various Mixed Use designations identified in refinement plans.

(3) See also SDC [3.4.245](#) for additional Mixed-Use Districts specific to Glenwood. See SDC 3.4.300 for Booth-Kelly Mixed Use Plan District specific to Downtown.

(4) The multiple variations of Mixed Use plan designation names are not captured in this table but are shown on the Springfield Comprehensive Plan Map and described in the Springfield Comprehensive Plan Land Use Element and applicable refinement plans. Variations of Mixed Use plan designations may align with other land use districts as noted in applicable refinement plans.

### 3.2.605 Establishment of Mixed-Use Zoning-Land Use Districts.

The following mixed-use zoning-land use districts are established to implement areas designated Mixed-Use by the Springfield Comprehensive Plan Map~~Metro-Plan~~, on adopted refinement plans, specific area plans and specific development plan diagrams and along transportation corridors designated for commercial development:

### 3.2.705 Establishment of the Public Land and Open Space (PLO) District.

(B) The PLO District ~~shall~~must also be permitted on properties designated other than Public Land and Open Space ~~Semi-Public~~ as specified in the Springfield Comprehensive ~~Metro-Plan~~, a refinement plan, or plan district.

### 3.2.925 Standards for Interim Development.

(E) (1) Exemption: Land divisions that create lots/parcels for the purpose of establishing a Natural Resource or Public Land and Open Space ~~Public/Semi-~~

~~Public Parks and Open Space~~ designation within the floodway, wetland or riparian resource portions of the site may create lots/parcels less than 20 acres within the Natural Resource or Public Land and Open Space ~~Public/Semi-Public Parks and Open Space~~ designation portion of the parent lot/parcel.

### 3.2.930 Planning Requirements Applicable to Zoning Map Amendments.

In addition to the standards, procedures and review criteria in SDC [5.22.100](#) applicable to Zoning Map Amendments, Table 1 provides an overview of the planning procedures required prior to rezoning land from Agriculture—Urban Holding Area (AG) to urban employment zoning-land use districts designations (e.g., Employment, Employment Mixed Use, Campus Industrial, or Industrial). Table 1 shows both City and Owner-initiated planning processes.

<b>Table 1. Pre-Development Approval Process Steps—Urban Holding Areas</b>	
<b>City-Initiated Planning Process</b>	<b>Owner-Initiated Planning Process</b>
1. City prepares Plan Amendment to address all applicable Statewide Planning Goals (e.g., amended or new refinement plan or district plan), Metro Plan and Springfield Comprehensive Plan policies and Springfield Development Code standards.	1. Applicant submits request to City to initiate amendments to the Transportation System Plan and Public Facilities and Services Plan, and other city actions that may be required prior to plan amendment approval.
2. City and Lane County approve <u>Comprehensive</u> Plan Amendment to amend <del>Metro Plan and</del> Springfield Comprehensive Plan <u>Map</u> . UHA-E designation is replaced with employment plan designations (e.g., Employment, Employment Mixed Use, Campus Industrial, or Industrial). AG <u>land use district zoning</u> remains in effect until Master Plan and new <u>land use districts zoning</u> are approved.	2. Applicant prepares and submits Plan Amendment application to address all applicable Statewide Planning Goals, Metro Plan and Springfield Comprehensive Plan policies, and Springfield Development Code standards. Applicant proposes employment plan designations (e.g., Employment, Employment Mixed Use, Campus Industrial, or Industrial).
3. City prepares and approves Zoning Map Amendment to apply new land use districts (e.g., Industrial, Campus Industrial, Employment Mixed Use, or Employment). Land is planned and zoned and eligible for annexation.	3. City and Lane County approve Plan Amendment to amend <del>Metro Plan and</del> Springfield Comprehensive Plan <u>Map</u> . UHA-E designation is replaced with employment plan designations (e.g., Employment, Employment Mixed Use, Campus Industrial, or Industrial). AG <u>zoning-land use district</u> remains in effect until Master Plan and new <u>land use districts zoning</u> are approved.
4. Applicant prepares and submits Preliminary Master Plan and annexation	4. Applicant prepares and submits Preliminary Master Plan, proposed <u>land use district zoning</u> and demonstration of

applications with demonstration of key urban service provision.	key urban services provision. Applicant submits annexation application.
5. City approves Master Plan and annexation.	5. City approves Master Plan and Zoning Map Amendment and annexation.
6. Applicant submits Site Plan, Subdivision, and other applicable development applications.	6. Applicant submits Site Plan, Subdivision etc., development applications.

### 3.3.1005 Purpose, Applicability and Review.

(A) **Purpose.** The Nodal Development (ND) Overlay District is established to support mixed-use pedestrian-friendly development and work in conjunction with underlying land use districts to implement transportation-related land use policies found in the Springfield Transportation System Plan, and in the Metro Plan, and the Springfield Comprehensive Plan, and Neighborhood Refinement Plans. ~~The ND Overlay District also supports “pedestrian-friendly, mixed-use development” as outlined in the State Transportation Planning Rule.~~

(B) **Applicability.** The ND Overlay District applies to all property where ND Overlay is indicated on the Springfield Comprehensive Plan Nodal Overlay Map, unless the property is an historic property as specified in SDC 3.3.900. The ND Overlay District is intended to implement the Nodal Development Area Overlay on the Springfield Comprehensive Plan Map. The ND Overlay District requirements described in this section apply to the following:

### 3.2.805 Establishment of the Quarry and Mine Operations (QMO) District.

(B) The QMO District is applied to areas with a Sand and Gravel designation on the ~~Metro Plan Diagram~~ Springfield Comprehensive Plan Map.

### 3.3.810 Applicability.

(A) The provisions of the UF-10 Overlay District apply to all land between Springfield’s city limits and the Urban Growth Boundary.

#### (B) EXCEPTIONS:

(1) The provisions of the UF-10 Overlay District shall do not apply to land designated Public Land and Open Space, Urban Holding Area - Employment, or Natural Resource Government and Education on the Springfield Comprehensive Plan Map Metro Plan diagram.



### 3.2.815 Review.

(A) To establish a new quarry or mining operation within the Springfield Urban Growth Boundary, the following are required:

- (1) A ~~Metro-Comprehensive~~ Plan amendment (Type ~~IV-4~~ review).

### 3.4.245 ~~Land Use Plan~~ Designations, ~~Zoning Land Use~~ District Descriptions and Applicable Overlay Districts.

#### (A) Applicable Land Use Designations.

- (1) The ~~Springfield Comprehensive Metro~~ Plan designations are as follows:

- (a) The ~~Multimodal Metro Plan's Mixed~~-Use designation applies to all land within the Glenwood Riverfront.

- (b) The ~~Springfield Comprehensive Plan's Metro Plan's~~ Nodal Development Area ~~Overlay~~ designation applies to all land within the Franklin Riverfront and the land along McVay Highway, north of the Union Pacific Railroad trestle. The Nodal Development Area ~~Overlay~~ designation supports a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be oriented to pedestrians and transit.

- (c) The ~~Springfield Comprehensive Plan's Public Land and Open Space Metro Plan's Public and Semi-Public~~ designation includes existing publicly owned metropolitan and regional scale parks, and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space, as well as some other areas needed for public open space at a non-local level. This designation may apply to public open spaces envisioned in the Glenwood Refinement Plan, and/or any necessary major public facility, at such time as they are placed under public jurisdiction. Until that time, these public open space areas and future major public facilities, (e.g., a fire station) will retain the applicable mixed-use designation and zoning described in SDC [3.4.245\(A\)\(2\)](#) and (B). When appropriate, the City or an affected public agency may initiate a ~~Springfield Comprehensive Plan Map Metro Plan~~ and Zoning Map amendment for the subject property to be designated ~~Public and Semi-Public~~ and zoned Public Land and Open Space.

#### 4.7.210 Residential Uses in Commercial Districts.

(A) In areas designated mixed use ~~o~~in the Springfield Comprehensive Metro-Plan Map or a Refinement Plan diagram, Plan District map, or Conceptual Development Plan, multiple unit housing developments ~~shall~~must meet the standards as specified in the applicable regulation. MDR-R-2 and HDR-R-3 District standards contained in this code ~~shall~~must be followed where the Springfield Comprehensive Plan Map, a Refinement Plan diagram, Plan District map, or Conceptual Development Plan does not specify development standards, or in areas where no applicable regulation has been prepared.

#### 4.7.385 Multiple Unit Housing (Discretionary Option).

(E) **Transition and Compatibility Between Multiple Unit Housing and R-1 District Development.** The Approval Authority must find that the development is located and designed in a manner compatible with surrounding development by creating reasonable transitions between multiple unit housing and sites and adjacent R-1 districts. This criterion may be met by complying with either subsection (E)(1) or (2) below or by meeting SDC [4.7.390](#).

(1) **Type 2 Process.** Multi-unit developments adjacent to properties ~~designated~~ in the R-1 district must comply with the transition area and compatibility standards listed below, unless it can be demonstrated that adjacent R-1 district property is committed to a non-residential use (e.g., church) that is unlikely to change. In evaluating the status of an adjacent property, the ~~Metro-Springfield Comprehensive~~ Plan designation must take precedent over the current zone or use.

#### 5.1.630 Final Decision.

(E) For ~~Metro-Comprehensive~~ Plan amendments that require adoption by the City, Eugene and/or Lane County, the City Council decision is final only upon concurrence of the Lane County Commissioners and the City of Eugene City Council, as appropriate.

## 5.12.100 – Land Divisions—Partitions and Subdivisions

### 5.12.105 Purpose and Applicability.

(A) Purpose. The purpose of the Partition and Subdivision process is to: Facilitate and enhance the value of development; Maintain the integrity of the City’s watercourses by promoting bank stability, assisting in flood protection and flow control, protecting riparian functions, minimizing erosion, and preserving water quality and significant fish and wildlife areas; Minimize adverse effects on surrounding property owners and the general public through specific approval conditions; Ensure the provision of public facilities and services; Provide for connectivity between different uses; Utilize alternative transportation modes including walking, bicycling and mass transit facilities; Implement the ~~applicable Comprehensive Plans~~Metro Plan, applicable refinement plans, specific area plans and specific development plans; Minimize adverse effects on surrounding property owners and the general public through specific approval conditions; and Otherwise protect the public health and safety.

### 5.12.125 Tentative Plan Criteria.

The Director ~~shall~~must approve or approve with conditions a Tentative Plan application upon determining that all applicable criteria have been satisfied. If conditions cannot be attached to satisfy the approval criteria, the Director ~~shall~~must deny the application. In the case of Partitions that involve the donation of land to a public agency, the Director may waive any approval criteria upon determining the particular criterion can be addressed as part of a future development application.

(A) The request conforms to the provisions of this code pertaining to lot/parcel size and dimensions.

(B) The zoning is consistent with the ~~Metro-Springfield Comprehensive~~ Plan ~~diagram-Map~~ and/or applicable Refinement Plan diagram, Plan District map, and Conceptual Development Plan.

### 5.12.120 Tentative Plan Submittal Requirements.

A Tentative Plan application ~~shall~~must contain the elements necessary to demonstrate that the provisions of this code are being fulfilled.

**EXCEPTION:** In the case of Partition applications with the sole intent to donate land to a public agency, the Director, during the Application Completeness Check Meeting, may waive any submittal requirements that can be addressed as part of a future development application.

#### (A) General Requirements.

(7) Applicable ~~zoning-land use~~ districts and the ~~Metro-Springfield Comprehensive~~ Plan designation of the proposed land division and of properties within 100 feet of the boundary of the subject property.

## 5.13.100 – Master Plans

### 5.13.116 Preliminary Master Plan—Application Concurrency.

(A) If the applicant requires or proposes to change the ~~Springfield Comprehensive Plan Map Metro-Plan diagram~~ and/or ~~applicable Comprehensive Plan~~ text, the applicant ~~shall~~must apply for and obtain approval of a ~~Springfield Comprehensive Plan Map Metro-Plan diagram~~ and/or ~~Comprehensive Plan~~ text amendment prior to the submittal of the Preliminary Master Plan application. The ~~Map Metro-Plan diagram~~ and/or text amendment may also require amendment of an applicable refinement plan diagram or Plan District Map.

### 5.13.120 Preliminary Master Plan—Submittal Requirements.

The Preliminary and Final Master Plan applications shall be prepared by a professional design team. The applicant shall select a project coordinator. All related maps, excluding vicinity and detail maps, ~~shall~~must be at the same scale. A Preliminary Master Plan ~~shall~~must contain all of the elements necessary to demonstrate compliance with the applicable provisions of this code and ~~shall~~must include, but not be limited to:

(A) General Submittal Requirements. The applicant shall submit a Preliminary Master Plan that includes all applicable elements described below and a narrative generally describing the purpose and operational characteristics of the proposed development. The narrative ~~shall~~must include:

(1) The existing ~~Springfield Comprehensive Metro-Plan~~ designation and ~~land use district zoning~~. Where the proposed Master Plan site is within an overlay district, Plan District or Refinement Plan, the applicable additional standards ~~shall~~must also be addressed;

### 5.13.125 Preliminary Master Plan—Criteria.

A Preliminary Master Plan ~~shall~~must be approved, or approved with conditions, if the Approval Authority finds that the proposal conforms with all of the applicable approval criteria.

(A) **Plan/Zone Consistency.** The existing or proposed ~~land use district zoning shall~~must be consistent with the ~~Springfield Comprehensive Plan Map Metro-Plan diagram~~ and/or applicable text. In addition, the Preliminary Master Plan ~~shall~~must be in

compliance with applicable City Refinement Plan, Conceptual Development Plan or Plan District standards, policies and/or diagram and maps.

**(B) Zoning-Land Use District Standards.** The Preliminary Master Plan ~~shall~~must be in compliance with applicable standards of the specific land use zoning-district and/or overlay district.

**(C) Transportation System Capacity.** With the addition of traffic from the proposed development, there is either sufficient capacity in the City's existing transportation system to accommodate the development proposed in all future phases or there will be adequate capacity by the time each phase of development is completed. Adopted State and/or local mobility standards, as applicable, ~~shall~~must be used to determine transportation system capacity. The Preliminary Master Plan ~~shall~~must also comply with any conditions of approval from a Springfield Comprehensive Plan Map Metro-Plan diagram and/or applicable text amendment regarding transportation and all applicable transportation standards specified in SDC Chapter 4.

## **5.14.100 – ComprehensiveMetro Plan Amendments**

### **5.14.105 Purpose.**

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range ~~comprehensive plan public policy document~~ that establishes the broad framework upon which Springfield, Eugene and Lane County make coordinated land use decisions. The Springfield Comprehensive Plan is the local long-range comprehensive plan that establishes city-specific goals, policies, and implementations strategies to inform land use decisions within the Springfield UGB. Together the Metro Plan and Springfield Comprehensive Plan serve as the applicable comprehensive plans for Springfield and will be referenced as "Comprehensive Plan" throughout this section. While ~~these Plans are Metro-Plan is~~ Springfield's acknowledged land use policy documents, ~~they~~ they may require updates or amendments in response to changes in the law or circumstances of importance to the community. Additionally, ~~the Metro-Plans~~ se Metro-Plans may be augmented and implemented by more detailed plans and regulatory measures.

### **5.14.110 Review.**

**(A)** A Development ~~Issues-Initiation~~ Meeting is encouraged for citizen initiated amendment applications.

**(B)** ~~Metro-Comprehensive~~ Plan amendments are reviewed under Type 4 procedures as specified in SDC 5.1.140.

(C) A special review, and if appropriate, Comprehensive Metro-Plan amendment, ~~shall~~must be initiated if changes in the Metro Plan basic assumptions occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.

#### 5.14.115 ComprehensiveMetro Plan Amendment Classifications.

A proposed Comprehensive Plan amendment ~~to the Metro Plan shall be~~ a Type 4 Procedure according to the Development Code and is further classified as a Type 1, Type 2, or Type 3 amendment according to the Metro Plan depending upon the number of governing bodies (Springfield, Eugene, and Lane County) required to approve the decision.

(A) A Type 1 amendment requires approval by Springfield only:

(1) Type 1 Springfield Comprehensive Plan Map Diagram amendments include amendments to the Map Metro Plan Diagram for land inside Springfield's city limits.

(2) Type 1 text amendments include:

(a) Amendments that are non-site specific and apply only to land inside Springfield's city limits;

(b) Site specific amendments that apply only to land inside Springfield's city limits;

(c) Amendments to a regional transportation system plan or a regional and public facilities plan when only Springfield's participation is required by the amendment provisions of those plans; and

(d) The creation of new Springfield Comprehensive Metro-Plan designations and the amendment of existing Springfield Comprehensive Metro Plan designation descriptions that apply only within Springfield's city limits.

(B) A Type 2 amendment requires approval by Springfield and Lane County only:

(1) Type 2 Diagram-Springfield Comprehensive Plan Map amendments include:

(a) Amendments to the Map Metro Plan Diagram for the area between Springfield's city limits and the Plan Boundary; and

(b) An Urban Growth Boundary (UGB) or Metro Plan Boundary amendment east of I-5 that is not described as a Type 3 amendment.

(2) Type 2 Text amendments include:

- (a) Amendments that are non-site specific and apply only to Lane County and Springfield;
- (b) Amendments that have a site specific application between Springfield's city limits and the Plan Boundary; and
- (c) Amendments to a jointly adopted regional transportation system plan or a regional public facilities plan when participation by Springfield and Lane County is required by the amendment provisions of those plans.

(C) A Type 3 amendment requires approval by Springfield, Eugene, and Lane County.

(1) Type 3 ~~Diagram~~ Springfield Comprehensive Plan Map amendments include:

- (a) Amendments of the Common UGB along I-5; and
- (b) A UGB or Metro Plan Boundary change that crosses I-5.

(2) Type 3 Text amendments include:

- (a) Amendments that change a Fundamental Principle as specified in Metro Plan Chapter II A;
- (b) Non-site specific amendments that impact Springfield, Eugene, and Lane County; and
- (c) Amendments to a jointly adopted regional transportation system plan or a regional public facilities plan, when the participation of Springfield, Eugene and Lane County is required by the amendment provisions of those plans.

#### 5.14.120 Relationship to Refinement Plans, Special Area Studies, or Functional Plan Amendments.

(A) In addition to a Metro Plan update, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by Springfield, Eugene, or Lane County.

(B) All refinement and functional plans ~~shall~~must be consistent with the Metro Plan. Should inconsistencies occur, the Metro Plan is the prevailing policy document.

(C) When a ~~Metro-Comprehensive~~ Plan amendment also requires an amendment of a refinement plan or functional plan ~~map or~~ map or diagram ~~map~~ and/or text for consistency, the Metro Plan, refinement plan and/or functional plan amendments ~~shall~~must be processed concurrently.

(D) When a Comprehensive Metro Plan amendment is enacted that requires an amendment to a refinement plan or functional plan map or diagram for consistency, the Springfield Comprehensive Plan Map Metro Plan Diagram amendment automatically amends the diagram or map if no amendment to the refinement plan or functional plan text is involved.

~~(E) — An amendment of the Springfield Comprehensive Plan shall be processed as a Metro Plan amendment and comply with the approval criteria specified in SDC 5.14.135.~~

#### 5.14.125 Initiation.

~~Metro-Comprehensive~~ Plan amendments ~~shall~~may be initiated as follows:

(A) A Type 1 amendment may be initiated by Springfield at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in this code (see also subsection (E)).

(B) A Type 2 amendment may be initiated by Springfield or Lane County at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in this code and the Lane Code (see also subsection (E)).

**EXCEPTION:** Consideration of a property owner initiated ~~Metro-Comprehensive~~ Plan amendment (Type 1 and 2) will be postponed by the Director if the proposed amendment is also part of an existing planned refinement plan or special area study adoption or amendment process, or one that is scheduled to commence within 3 months of the date of application submittal. The requested Comprehensive Metro Plan amendment will be considered in the legislative proceedings of the refinement plan or special area study. If the refinement plan or special area study process has not begun within the 3-month period, the Comprehensive Metro Plan amendment application process ~~shall~~will begin immediately following the 3-month period. The Director may exempt particular plan amendment applications from postponement under this subsection and require more immediate review if there is a finding that either there is a public need for earlier consideration or that review of the proposed amendment as part of a general refinement plan or special area study adoption or amendment process will interfere with timely completion of that process.

(C) A Type 3 amendment may be initiated at any time by Springfield, Eugene, or Lane County.

(D) Only Springfield, Eugene or Lane County may initiate a refinement plan, a functional plan, a special area plan, Periodic Review, or a Metro Plan update.



(E) ~~Metro-Comprehensive~~ Plan updates ~~shall~~**must** be initiated no less frequently than during the state required Periodic Review of the ~~Metro-Comprehensive~~ Plan, although Springfield, Eugene, and Lane County may initiate an update of the Metro Plan at any time.

#### 5.14.140 Appeals.

Adopted or denied ~~Metro-Comprehensive~~ Plan amendments may be appealed to Oregon Land Use Board (LUBA) or the Department of Land Conservation and Development (DLCD) according to State law.

#### 5.14.145 Limitation on Refiling.

The City ~~shall~~**will** not consider a property owner-initiated ~~Comprehensive Metro~~-Plan amendment application if a substantially similar or identical plan amendment has been denied by the City within the year prior to the application date unless the facts forming the basis for the denial have changed so as to allow approval. The Director ~~shall~~**will** determine whether the proposed amendment is substantially similar or identical after providing the applicant with an opportunity to comment on the matter in writing.

#### 5.22.110 Review.

Official Zoning Map amendments may be initiated by the Director, the Planning Commission, the Hearings Official, the City Council or a citizen. Zoning Map amendments ~~shall~~**will** be reviewed as follows:

(A) Legislative Zoning Map amendments involve broad public policy decisions that apply to other than an individual property owner, generally affecting a large area and/or require a concurrent ~~Metro-Springfield Comprehensive~~ Plan ~~diagram-Map~~ amendment as specified in SDC [5.14.100](#). Legislative Zoning Map amendments are reviewed using Type 4 procedure.

(1) ~~Springfield Comprehensive Metro-Plan Diagram-Map~~ **Amendment Determination.** An amendment to the ~~Springfield Comprehensive Metro~~-Plan ~~diagram-Map~~ ~~shall be~~**is** required if the proposed Zoning Map amendment is not consistent with the ~~Springfield Comprehensive Metro~~-Plan ~~diagram-Map~~. Both amendments may be processed concurrently.

(2) **Transportation Planning Rule Compliance.** Where applicable, legislative Zoning Map amendments ~~shall~~**will** be reviewed to determine whether the application significantly affects a transportation facility, as specified in Oregon

Administrative Rule (OAR) 660-012-0060. In this case a Traffic Impact Study ~~shall~~ **must** be submitted as specified in SDC [4.2.105\(A\)\(4\)](#).

**(B)** Quasi-judicial Zoning Map amendments involve the application of existing policy to a specific factual setting, generally affecting a single or limited group of properties and may or may not include a ~~Springfield Comprehensive Metro-Plan diagram-Map~~ amendment. Quasi-judicial Zoning Map amendments are reviewed using Type 3 procedure, unless a ~~Springfield Comprehensive Metro-Plan diagram-Map~~ amendment is required. In this case, the Quasi-judicial Zoning Map amendment will be raised to a Type 4 review.

### 5.22.115 Criteria.

**(A) Quasi-Judicial Zoning Map Amendments.** The Planning Commission or Hearings Officer may approve, approve with conditions, or deny a quasi-judicial Zoning Map amendment based upon approval criteria in subsections (C)(1) through (3), below. The Planning Commission or Hearings Official shall make the final local decision on all quasi-judicial Zoning Map amendments that do not include a ~~Springfield Comprehensive Plan Map Metro-Plan diagram~~ amendment.

**(B) Legislative Zoning Map Amendments and Quasi-Judicial Zoning Map Amendments Raised to a Type 4 Review.** The Planning Commission or Hearings Official may make a recommendation to the City Council to approve, approve with conditions or deny Zoning Map amendments and ~~Springfield Comprehensive Plan Map Metro-Plan diagram~~ amendments based upon approval criteria in subsection (C)(1) through (4), below. The City Council shall make the final local decision on all Zoning Map amendments involving a ~~Springfield Comprehensive Plan Map Metro-Plan diagram~~ amendment.

### **(C) Zoning Map Amendment Criteria of Approval.**

**(1)** Consistency with applicable Metro Plan policies, ~~Springfield Comprehensive Plan policies,~~ and the ~~Springfield Comprehensive Plan Map Metro-Plan diagram;~~

**(2)** Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans;

**(3)** The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and transportation networks are planned to be provided concurrently with the development of the property;

- (4) Meet the approval criteria specified in SDC [5.14.100](#) when involving a [Springfield Comprehensive Plan Map](#) ~~Metro Plan Diagram~~ amendment; and
- (5) Compliance with Oregon Administrative Rule (OAR) 660-012-0060, where applicable.

#### 6.1.110 Meaning of Specific Words and Terms.

**Comprehensive Plan.** A generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs, as further defined by ORS 197.015(5).

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range comprehensive plan public policy document that establishes the broad framework upon which Springfield, Eugene and Lane County make coordinated land use decisions. The Springfield Comprehensive Plan is the local long-range comprehensive plan that establishes city-specific goals, policies, and implementations strategies to inform land use decisions within the Springfield UGB. Together the Metro Plan and Springfield Comprehensive Plan serve as the applicable comprehensive plans for Springfield.

**Future Development Plan.** A line drawing (required for some land division proposals, or building permits in the City's urbanizable area) that includes the following information: the location of future right-of-way dedications based on the Springfield Transportation System Plan (including the Conceptual Street Map); block length and lot/parcel size standards of the SDC; a re-division plan at a minimum urban density established in this code based on the existing [Springfield Comprehensive Metro-Plan](#) designation of the property for any lot/parcel that is large enough to further divide; and the location of hillsides, riparian areas, drainage ways, jurisdictional wetlands and wooded areas showing how future development will address preservation, protection or removal.

**Refinement Plan Diagram.** A map contained in a Refinement Plan showing plan designations that are described in the Refinement Plans and Springfield Comprehensive Plan Land Use Element and also shown ~~more specific than shown~~ on the [Springfield Comprehensive Plan Map](#) ~~Metro Plan Diagram~~.

**Urban Growth Boundary.** A site-specific *line* that separates urban or urbanizable land from rural land and which appears on the [Springfield Comprehensive Plan Map](#) ~~Metro Plan Diagram~~.