

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO: PA 1390

In the Matter of 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 Gateway Refinement Plan, Glenwood Refinement Plan; 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 attached as Exhibit D 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.

**Section 2:** 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 3:** 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 4:** 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.

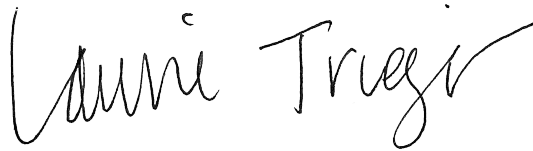
**Section 5:** The Gateway Refinement Plan text and Glenwood Refinement Plan text are amended as provided in Exhibit C, attached hereto and incorporated by this reference, for consistency with the Springfield Comprehensive Plan Map and Land Use Element.

**Section 7:** Savings Clause. Except as specifically amended herein, the *Metro Plan* will continue in full force and effect.

**Section 8:** 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.

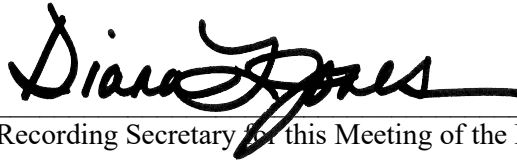
**Section 9:** Effective date of Ordinance. The effective date of this Ordinance is March 1, 2024; or upon the date that an ordinance is enacted by the Lane County Board of Commissioners approving the same amendments as provided in sections 1 through 5 of this Ordinance; or upon acknowledgment under ORS 197.625; whichever occurs last.

Enacted this 9th day of January, 2024



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Laurie Trieger, Chair  
Lane County Board of Commissioners



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Recording Secretary for this Meeting of the Board

# EXHIBIT A-1

# Springfield Comprehensive Plan - Illustrative Overview

Refinement Plan Areas\*

Urban Growth Boundary

Overlays  
Nodal Development Area  
Willamette Greenway

## Comprehensive Plan Designations\*\*

- |                            |                                 |                          |                                 |
|----------------------------|---------------------------------|--------------------------|---------------------------------|
| Low Density Residential    | Major Retail Center             | Heavy Industrial         | Mixed Use (general)**           |
| Medium Density Residential | Commercial Mixed Use            | Special Heavy Industrial | Public Land & Open Space        |
| High Density Residential   | Commercial/Industrial Mixed Use | Employment Mixed Use     | Natural Resource                |
| Residential Mixed Use      | LMI/CC Mixed Use                | Booth-Kelly Mixed Use    | Sand & Gravel                   |
| Neighborhood Commercial    | Light Medium Industrial (LMI)   | General Office           | Urban Holding Area - Employment |
| Community Commercial (CC)  | Campus Industrial               | Office Mixed Use         |                                 |

\* Please click on Refinement Plan label to view the plan designations and document specific to that area.

\*\* Please note that some similar Mixed Use designations are aggregated to simplify readability. Consult the draft Comprehensive Plan web map for precise designations: [LINK](#)

Gateway

Q Street

Mid-Springfield

East Kelly Butte

Glenwood

East Main

Downtown



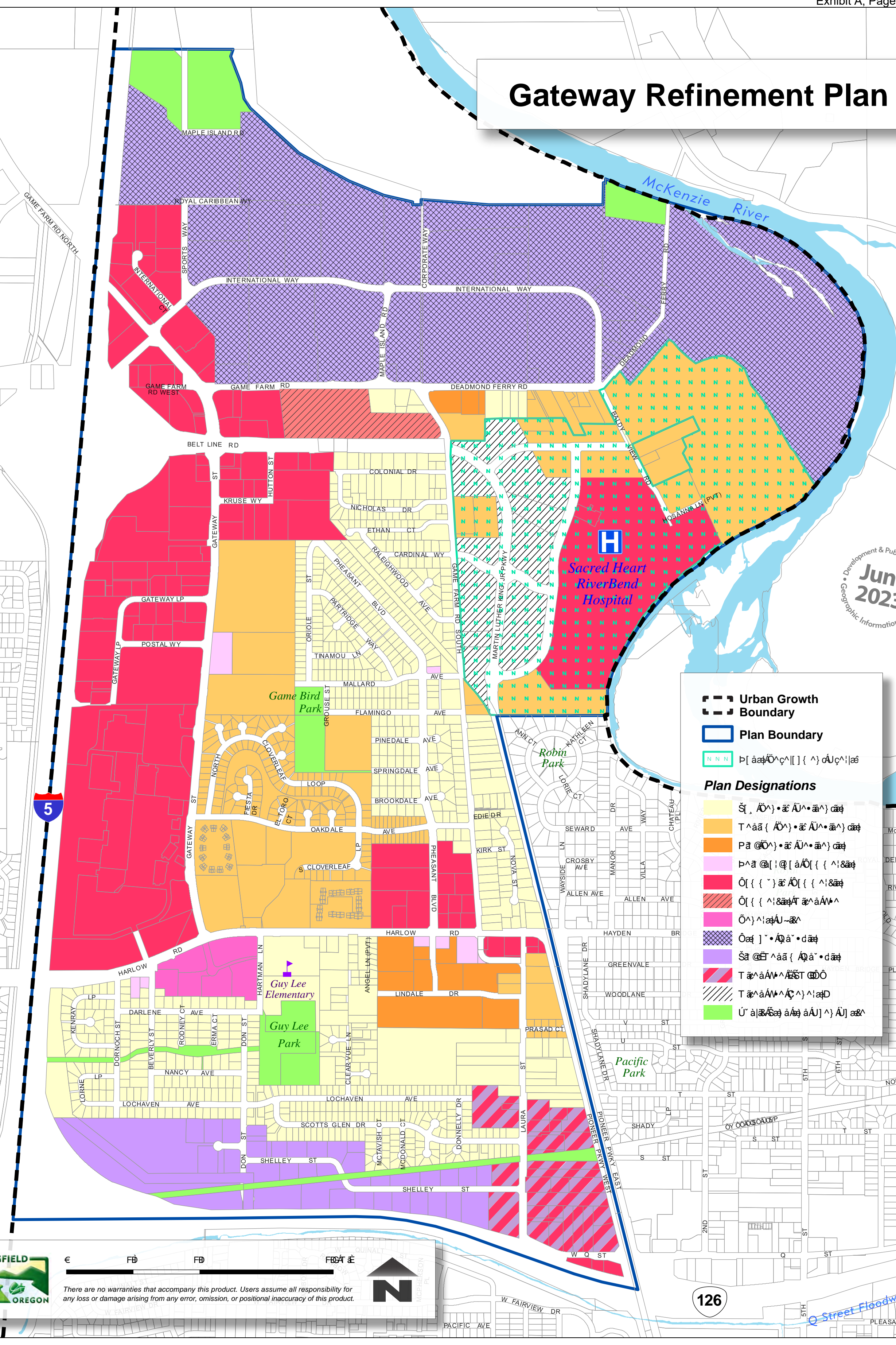
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June 2023  
Development & Public Works Dept.  
Geographic Information Services

# Gateway Refinement Plan



Development & Public Works Dept  
**June 2023**  
 Geographic Information Services

**Legend**

- Urban Growth Boundary
- Plan Boundary

**Plan Designations**

- Single-Family Residential
- Medium-Density Residential
- Neighborhood Commercial
- Community Commercial
- Office
- Industrial
- Community Center
- Public Use
- Open Space



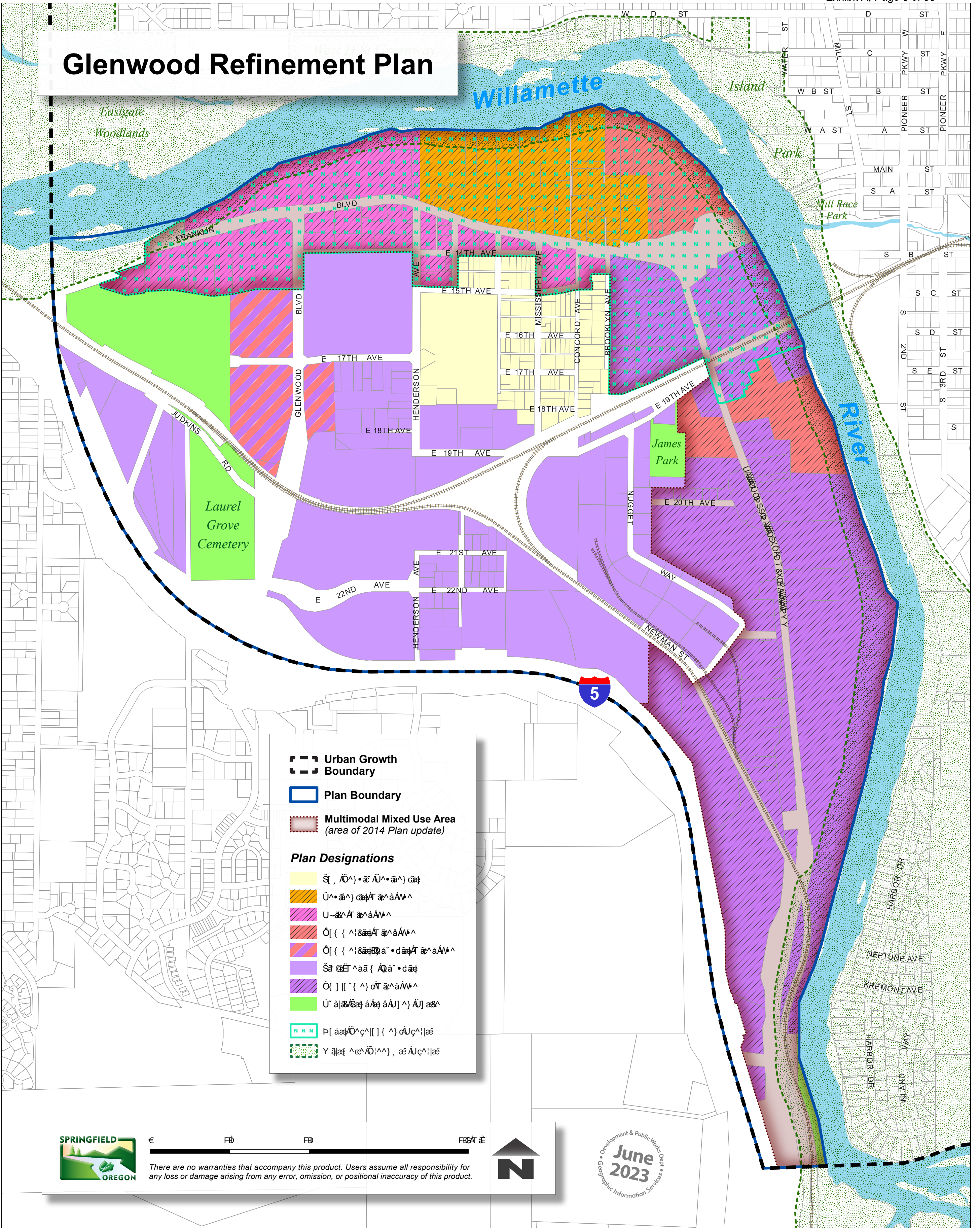
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Street Floodway

# Glenwood Refinement Plan



- Urban Growth Boundary
- Plan Boundary
- Multimodal Mixed Use Area (area of 2014 Plan update)

### Plan Designations

- Single-Family Residential
- Medium-Density Residential
- Urban Residential
- Office/Professional
- Office/Professional - Downtown
- Community Office
- Office/Professional - Downtown
- Urban Agriculture
- Urban Agriculture - Intensive
- Urban Agriculture - Intensive



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June 2023  
Development & Public Works Dept.  
Geographic Information Services

# **EXHIBIT A-2**



## Exhibit A-2 – Land Use Element of Springfield Comprehensive Plan

### OVERVIEW

The Springfield Comprehensive Plan is currently being developed as Springfield’s new land use comprehensive plan policy document applicable to Springfield’s jurisdictional area of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Plan. The purpose of this Land Use Element is to inform long range land use planning and guide future development in Springfield by describing how and where land will be developed to meet long term growth needs while maintaining and improving community livability.

The land use policy direction established through adoption of the Land Use Element is focused on establishing a property-specific Springfield Comprehensive Plan Map with plan designation descriptions and related policies to support the map. The goal is to enable informed local decision-making by providing a solid visual understanding of existing plans and policies related to how land can be used within the Springfield Urban Growth Boundary (UGB). The policies and implementation strategies are the City’s agreements and commitments to support the Springfield Comprehensive Plan Map, such as where and how flexibility is allowed and how the map can be maintained.

**Statewide Planning Goal 2. Land Use Planning – To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.**

### RELATIONSHIP TO THE METRO PLAN, FUNCTIONAL PLANS & REFINEMENT PLANS

The Springfield Comprehensive Plan Land Use Element was adopted by the City of Springfield and Lane County as a city-specific comprehensive plan policy element to independently address a planning responsibility that was previously addressed on a regional basis in the Metro Plan.<sup>1</sup> The Land Use Element goals, policies and implementation strategies replace the more general Metro Area-wide goals, findings and policies contained in Metro Plan sections entitled “Metro Plan Diagram” (Metro Plan II-G) for lands within the Springfield UGB. The Metro Plan establishes a broad regional framework for Eugene, Springfield, and Lane County to coordinate comprehensive planning within the Eugene-Springfield Metropolitan planning area. Metro Plan Chapter I explains the relationship between city-specific comprehensive plans, the broad policy framework of the Metro Plan and the regionally coordinated functional plans. The Springfield Comprehensive Plan elements – including this Land Use Element – explicitly supplant the relevant portion of the Metro Plan.

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<sup>1</sup> Metro Plan pp. iii-iv and Chapter II describes the incremental Metro planning area shift towards separate Springfield and Eugene UGBs and city-specific comprehensive plans.

Neighborhood refinement plans provide additional guidance for implementing the Land Use Element by establishing specific refinement plan policies and plan designations to achieve Springfield's land use objectives. Some Neighborhood Refinement Plans were created decades ago and have not been fully updated to incorporate changes made through adoption of more recent plans. For example, adoption of Springfield's Transportation System Plan resulted in changes to the functional classification of some streets which were not incorporated into the Neighborhood Refinement Plans. In such cases, the more recently adopted plan generally prevails. Neighborhood Refinement Plans often have more specific policies than those in the Comprehensive Plan due to more detailed analysis of neighborhood needs and aspirations. In these cases, the more specific or restrictive policies typically prevail. In the case of an actual conflict between plan policies, the Springfield City Council has the authority to interpret the provision that prevails, to give maximum effect to the overall policies and purposes of the Springfield Comprehensive Plan.<sup>2</sup>

The Springfield Comprehensive Plan Map portrays the community's vision for future growth, development, and redevelopment. The Land Use Element provides policy direction for updating and amending refinement plans, zoning, and development regulations in conformance with this vision. The City must continue to analyze the suitability and capacity of the existing plan designations (also referred to as designations in this element) in terms of location, intensity and mix of uses, design, and infrastructure. Based on more detailed and specific levels of analysis, the City must amend the Springfield Comprehensive Plan and Comprehensive Plan Map as necessary to address changing local conditions and/or new State law. Implementation of this Land Use Element includes adoption of updates to land use refinement plans at the city-wide, district, corridor, and neighborhood scales; City-initiated rezoning; and through property owner-initiated plan amendment or zoning proposals.

## **SPRINGFIELD COMPREHENSIVE PLAN MAP**

The Springfield Comprehensive Plan Map establishes property-specific plan designations within the Springfield UGB. The map identifies the geographic locations and describes the physical characteristics of plan designations, reflecting influences from sources including:

1. The Land Conservation and Development Commission's (LCDC) Statewide Planning Goals, as published in April 1977 and subsequently amended.
2. The Metro Plan, most recently published in 2019, and the Metro Plan Diagram, most recently adopted in 2004 and subsequently amended. The Metro Plan Diagram is a graphic depiction of: (a) the broad allocation of projected land use needs; and (b) goals, objectives, and policies embodied in the text of the Metro Plan. The Metro Plan has long called for the continued evolution to a property-specific diagram.
3. Adopted neighborhood refinement plans - The Springfield Comprehensive Plan Map shows the specific neighborhood refinement plan designations for refinement plan

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<sup>2</sup> During the period of transition from Metro Plan to local comprehensive plans, Springfield's "comprehensive plan" consists of the acknowledged Metro Plan and the acknowledged Elements of the Springfield Comprehensive Plan.

areas. Refer to the associated refinement plan for related policies and descriptions for refinement plan designations, such as the multiple variations of mixed use.

4. Adopted special purpose and functional plans.

## **SPRINGFIELD URBAN GROWTH BOUNDARY**

The location of the Springfield UGB is graphically depicted in the Springfield Urban Growth Boundary Map and further described in the table entitled “List of tax lots which are adjacent to and inside, or split by the UGB” and the document entitled “Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary.” The table and methodology document were added to the Metro Plan in 2011 as part of the adoption of the City of Springfield’s city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011); and revised as part of the adoption of the UGB amendment in 2016 (through Springfield Ordinance No. 6361 and Lane County Ordinance No. PA 1304, Exhibit C-2). In 2013, the Metro Plan Boundary on the east side of I-5 was made coterminous with the Springfield UGB.<sup>3</sup>

## **PLAN DESIGNATIONS**

Plan designations shown on the Springfield Comprehensive Plan Map are depicted at a property-specific scale. The following section includes descriptions for base plan designations as well as overlays that work in conjunction with the underlying base plan designation. Base plan designations apply to each property within the Springfield UGB while overlays apply to a broader area including public right-of-way. The overlays shown on the Springfield Comprehensive Plan Map include Nodal Development Areas, Mixed Use Areas, and the Willamette Greenway. Overlays apply to a broader area in order to implement regulations such as environmental and recreational considerations related to the Willamette Greenway or considerations for coordinated land use and transportation improvements related to Nodal Development Areas.

Used with the text from this Land Use Element and local plans and policies, the mapped plan designations provide direction for decisions pertaining to appropriate land use and development, reuse (redevelopment), and urbanization of property outside the city limits. Should inconsistencies occur between the Springfield Comprehensive Plan Map and written text in local plans and policies, the Springfield Comprehensive Plan Map prevails. Statements in this section that prescribe specific courses of action regarding the community’s future should be regarded as policies.

There are some instances where the boundaries of plan designations are flexible, as noted in Policy LU.1 in this element, such as properties in the Jasper-Natron area as well as properties with or near Public Land and Open Space designations that generally follow natural features, such as waterways (e.g., the Mill Race, Island Park Slough). Refer to Policy LU.1 in this element

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<sup>3</sup> Springfield Ord. 6288, Eugene Ord. 20511, and Lane County Ord. PA 1281

for more information about where flexibility is allowed and what criteria are used to establish the exact location of plan designation boundaries in these instances.

## **Residential**

This category is expressed in gross acre density ranges. Using gross acres, approximately 32 percent of the area is available for auxiliary uses, such as streets, elementary and middle schools, neighborhood parks, other public facilities, neighborhood commercial services, and place of worship not actually shown on the Comprehensive Plan Map. Such auxiliary uses are allowed within residential designations if compatible with refinement plans and the Springfield Development Code. The division into low, medium, and high densities is consistent with that depicted on the Comprehensive Plan Map. In other words:

- Low density residential—Through 10 units per gross acre
- Medium density residential—Over 10 through 20 units per gross acre
- High density residential—Over 20 units per gross acre

These ranges do not prescribe particular structure types, such as single unit detached dwelling, duplex, triplex, fourplex, townhome, cottage cluster, manufactured dwelling, or multiple unit housing. That distinction, if necessary, is left to the Springfield Development Code. In conformance with state law, these density ranges do not apply to middle housing types, such as duplexes, triplexes, fourplexes, cottage cluster housing, and townhomes.<sup>4</sup>

While all medium and high density allocations shown on the Comprehensive Plan Map may not be needed during the planning period, their protection for these uses is important because available sites meeting pertinent location standards are limited.

## **Commercial**

### **Major Retail Centers**

Such centers normally have at least 25 retail stores, one or more of which is a major anchor store, having at least 100,000 square feet of total floor space. They sometimes also include complimentary uses, such as general offices and medium and high density housing.

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<sup>4</sup> For purposes of housing development, ORS 197.758, ORS 92.031, and ORS 197.308, override comprehensive plan provisions. ORS 197.758 (adopted by House Bill 2001 in 2019) compels the City to amend its development code to conform to state law for middle housing. ORS 92.031 (adopted by House Bill 458) compels the City to approve land divisions for said middle housing. ORS 197.308 (adopted by Senate Bill 8 in 2021) compels the City to apply density and height bonuses to development of affordable housing as defined in that statute. Thus, the code provisions adopted by Ordinance 6443 demanded by statute, override any conflicting comprehensive plan policy or provision.

## Community Commercial Centers

This category includes more commercial activities than neighborhood commercial but less than major retail centers. Such areas usually develop around a small anchor retail store. The development occupies at least five acres and normally not more than 40 acres. This category contains such general activities as retail stores; personal services; financial, insurance, and real estate offices; private recreational facilities, such as movie theaters; and hospitality-related facilities, such as hotels. When this category is shown next to medium or high density residential, the two can be integrated into a single overall complex, local regulations permitting.

**Neighborhood Commercial Facilities** This designation was not shown on the Metro Plan Diagram as these land uses were not individually of metropolitan-wide significance in terms of size or location because of their special nature or limited extent. However, this designation is shown on the Gateway and Q Street neighborhood refinement plan diagrams and is shown on the Comprehensive Plan Map accordingly. Neighborhood Commercial facilities are not limited to these neighborhood refinement plan areas, but may be allowed elsewhere according to the policies stated below.

Oriented to the day-to-day needs of the neighborhood served, these facilities are usually centered on a supermarket as the principal tenant. They are also characterized by convenience goods outlets (small grocery, variety, and hardware stores); personal services (medical and dental offices, barber shops); laundromats; and taverns and small restaurants. The determination of the appropriateness of specific sites and uses is based on the following location standards and site criteria:

1. Within convenient walking or bicycling distance of an adequate support population. For a full-service neighborhood commercial center at the high end of the size criteria, an adequate support population would be about 4,000 persons (existing or anticipated) within an area conveniently accessible to the site. For smaller sites or more limited services, a smaller support population or service area may be sufficient.
2. Adequate area to accommodate parking and loading needs and landscaping, particularly between the center and adjacent residential property, as well as along street frontages next door to outdoor parking areas.
3. Sufficient frontage to ensure safe and efficient automobile, pedestrian and bicycle access without conflict with moving traffic at intersections and along adjacent streets.
4. The site must be no more than five acres, including existing commercial development. The exact size depends on the numbers of establishments associated with the center and the population to be served.

Neighborhood commercial facilities may include community commercial centers when the latter meets applicable location and site criteria as listed above, even though community commercial centers are generally larger than five acres in size.

In certain circumstances, convenience grocery stores or similar retail operations play an important role in providing services to existing neighborhoods. These types of operations which currently exist can be recognized and allowed to continue through such actions as rezoning.

## **Mixed Uses**

This category represents areas where more than one use might be appropriate, usually as determined by refinement plans. Mixed Use is a base plan designation in refinement plan areas, except for the Multimodal Mixed Use Area in Glenwood, which is an overlay that works in conjunction with the base plan designations.

For areas outside of refinement plans, Mixed Use is an overlay designation. There are multiple variations of Mixed Use designations shown on the Comprehensive Plan Map; however, the related plan designation descriptions and policies can be found in the applicable neighborhood refinement plan. In the absence of a neighborhood refinement plan, the underlying plan designation determines the predominant land use.

## **Industrial**

### **Heavy Industrial**

This designation generally accommodates industries that process large volumes of raw materials into refined products and/or that have significant external impacts. Examples of heavy industry include: lumber and wood products manufacturing; paper, chemicals and primary metal manufacturing; large-scale storage of hazardous materials; power plants; and railroad yards. Such industries often are energy-intensive and resource-intensive. Heavy industrial transportation needs often include truck and rail. This designation may also accommodate light and medium industrial uses and supporting offices.

### **Light Medium Industrial**

This designation accommodates a variety of industries, including those involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impact from these uses is generally less than Heavy Industrial, and transportation needs are often met by truck. Activities are generally located indoors, although there may be some outdoor storage. This designation may also accommodate supporting offices and light industrial uses.

## **Campus Industrial**

The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities (e.g, manufacturing, storage of materials) of such firms must be obscured from public view and have external impacts less than or equal to office uses, such as noise, pollution, and vibration. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be made for small and medium scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis.

Conceptual development planning, performance standards, or site review processes must be applied to ensure adequate circulation, functional coordination among uses on each site, a high quality environmental setting, and compatibility with adjacent areas. A 50-acre minimum lot size shall be applied to ownerships of 50 or more acres to protect undeveloped sites from piecemeal development until a site development plan has been approved.

## **Special Heavy Industrial**

These areas are designated to accommodate relocation of existing heavy industrial uses inside the Springfield UGB that do not have sufficient room for expansion and to accommodate a limited range of other heavy industries in order to broaden the manufacturing base of the metropolitan economy and to take advantage of the natural resources of this region. These areas are also designated to accommodate new uses likely to benefit from local advantage for processing, preparing, and storing raw materials, such as timber, agriculture, aggregate, or by-products or waste products from other manufacturing processes.

Land divisions in these areas must be controlled to protect large parcels (40-acre minimum parcel size).

This designation accommodates industrial developments that need large parcels, particularly those with rail access. Although a primary purpose of this designation is to provide sites for heavy industries, any industry which meets the applicable siting criteria may make use of this designation.

## **Public Land and Open Space**

This designation contains three categories:

- Government uses (includes major office complexes and facilities/utilities)
- Educational uses (includes secondary schools and post-secondary schools and career training)

- Parks and Open Space uses

This designation includes 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. This designation also includes other privately owned lands in response to *Metro Plan* policies.

Where public land and open space is designated on privately owned agricultural land, those lands must be protected for agricultural use in accordance with the applicable comprehensive plan policies.

Where public land and open space is designated on forest lands inside the UGB, other values have primary importance over commercial forest values and those park and open space areas must be protected for those primary values.

Some Public Land and Open Space designations are shown at a neighborhood scale. As noted in the description of residential designations, elementary and junior high schools, neighborhood parks, and other public facilities are allowed on land designated for residential uses. In some cases where there are environmental constraints such as excessive slopes, or assets such as unique vegetation, the Public Land and Open Space designation may be applied to land that is not yet in public ownership. Those lands should be preserved, if possible, through public acquisition or tax relief programs. If that is not possible, development should be required to respond to their unique conditions through clustering in areas of least value as open space, locating circulation and access points in a manner that will result in minimal disturbance of natural conditions and other similar measures particularly sensitive to such sites.

### **Natural Resource**

This designation applies to privately and publicly owned lands where development and conflicting uses must be prohibited to protect natural resource values. These lands must be protected and managed for the primary benefit of values, such as fish and wildlife habitat, soil conservation, watershed conservation, scenic resources, passive recreational opportunities, vegetative cover, and open space.

The City must apply appropriate implementation measures to protect these areas and to direct development toward buildable lands adjacent to natural resource areas (master planning is a suitable technique for balancing conservation of natural resources and need for development). Where agricultural or forest practices have been identified as a conflicting use incompatible with protection of the primary values of the identified natural resource, those practices must be prohibited.

### **Sand and Gravel**

This designation includes existing aggregate processing and extraction areas and may be applied to areas with such potential. Aggregate extraction and processing is allowed in designated areas subject to Metro Plan policies, applicable state and federal regulations, and local regulations. For new extraction areas, reclamation plans required by the State of Oregon



and Lane County provide a valuable means of assuring that environmental considerations, such as re-vegetation, are addressed. It is important to monitor the demand for aggregate to ensure an adequate supply of this vital non-renewable resource is available to meet metropolitan needs.

### **Urban Holding Area – Employment**

The Urban Holding Area – Employment (UHA-E) designation identifies urbanizable areas within the Springfield UGB to meet Springfield’s long term employment land needs for the 2010-2030 planning period. The UHA-E designation reserves an adequate inventory of employment sites, including sites 20 acres and larger, that are suitable for industrial and commercial mixed use employment uses that generate significant capital investment and job creation within – but not limited to – targeted industry sectors, business clusters and traded-sector industries identified in the most recent Springfield economic opportunities analysis and Springfield Comprehensive Plan Economic Element policies.

Lands designated UHA-E are protected from land division and incompatible interim development to maintain the land’s potential for planned urban development until appropriate urban facilities and services are planned or available and annexation to Springfield can occur, as described in the Springfield Comprehensive Plan Urbanization Element. The UHA-E designation remains in effect until the appropriate employment designation is adopted through a City-initiated planning process or an owner-initiated plan amendment process.

### **Nodal Development Area (Node) Overlay**

Nodal development is 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 pedestrian and transit oriented.

Fundamental characteristics of nodal development require:

- Design elements that support pedestrian environments and encourage transit use, walking and bicycling;
- Transit access within walking distance (generally ¼ mile) of anywhere in the node;
- Mixed uses and a core commercial area so that services are available within walking distance;
- Public spaces, including parks, public and private open space, and public facilities, that can be reached without driving; and
- A mix of housing types and residential densities that achieve an overall net density of at least 12 units per acre.

## Willamette River Greenway Overlay

The Willamette River Greenway Boundary is shown on the Comprehensive Plan Map as an overlay. Refer to Metro Plan Chapter III-D for information, findings, and policies related to the Greenway.

## Mixed Use Area Overlay

Refer to the Mixed Use designation description provided earlier in this section on page 6. Mixed Use is implemented as a base plan designation in refinement plan areas, except for the Multimodal Mixed Use Area in Glenwood which is an overlay designation that works in conjunction with the base plan designations. For areas outside of refinement plans, Mixed Use is implemented as an overlay and the underlying base plan designation determines the predominant land use.

## SPRINGFIELD LAND USE PLANNING GOALS

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**Goal LU-1** The Springfield Comprehensive Plan Map shows property-specific plan designations for each property within the Springfield UGB, except in the instances where flexibility is allowed as described below:

The Land Use Element implements and interprets these goals and principles through the following Land Use Policies and Implementation Strategies:

## SPRINGFIELD LAND USE POLICIES & IMPLEMENTATION STRATEGIES

**Policy LU.1** The Springfield Comprehensive Plan Map shows property-specific plan designations for each property within the Springfield UGB, except in the instances where flexibility is allowed as described below:

- a. **Jasper-Natron:** Properties with split plan designations in the Jasper-Natron area (extent of the Springfield UGB generally south of Quartz Avenue as shown in the map image on the following page) have ambiguous boundaries between plan designations.

Clarifying and determining specific boundaries of plan designations in this area will be considered as part of master plans, land divisions, or site plan review, without requiring a separate application or fee to process a plan amendment or zone change. This site-specific determination allows for considerations in response to development or site configuration (e.g., buildings, streets, or infrastructure) or development constraints (e.g., wetlands, slopes, or easements).

Once a plan designation boundary in this area is clarified and made specific, this option for flexibility will no longer apply to that boundary, as this policy is only intended for areas where ambiguity remains. Determinations of specific plan designation boundaries must meet the following criteria:

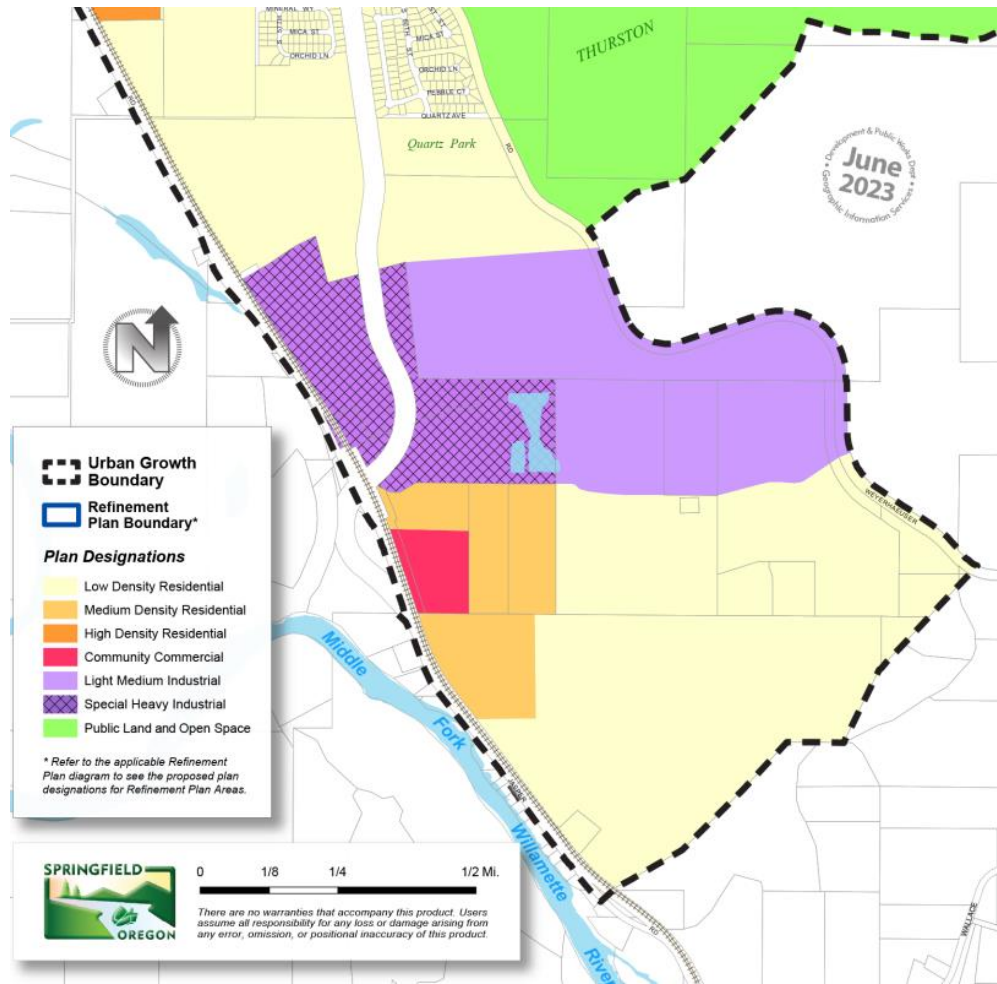
- Boundaries between plan designations as currently shown on the Springfield Comprehensive Plan Map in this area must not be adjusted by:
  - More than 20% of the total property acreage for properties 5 acres or larger.
  - More than 300 feet for properties smaller than 5 acres.
- Shifts in boundaries must maintain the acreage of sites identified as having redevelopment potential in the adopted Commercial and Industrial Buildable Lands Inventory.<sup>5</sup>
- Shifts in boundaries must maintain the general configuration of plan designations for vacant, partially vacant, and potentially redevelopable sites as shown on maps in the adopted buildable lands inventories (e.g., keep industrial designations clustered together and not interspersed with residential designations).<sup>6</sup>
- Shifts in boundaries must maintain or create consistency between plan designations on the Comprehensive Plan Map and land use districts on the Zoning Map. The land use district boundary on the Zoning Map will shift to align with any clarifications in the plan designation boundary. Shifts must continue to meet land use district development standards for lot area, dimensions, and coverage (e.g. minimum lot/parcel size) in the Springfield Development Code.

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<sup>5</sup> See Table 2-12: Site-by-site review of parcels with redevelopment potential (on PDF page 55) in the adopted Springfield Commercial and Industrial Buildable Lands Inventory.

<sup>6</sup> For commercial and industrial plan designations, see Map 2-3: Vacant Commercial and Industrial land (on PDF page 46) in the in the adopted Springfield [Commercial and Industrial Buildable Lands Inventory](#). For residential plan designations, see Map 3-1: Residential Land by Plan Designation (on PDF page 44) in the adopted Springfield [Residential Land and Housing Needs Analysis](#).

## Jasper-Natron Vicinity



- b. **Public Land and Open Space near natural resources:** Properties that have a partial Public Land and Open Space designation or are adjacent to Public Land and Open Space designations that intend to follow certain natural resources including the Mill Race and adjacent Mill Pond (based on the old extent of the Mill Pond as shown on the Downtown Refinement Plan Diagram), Island Park Slough, and Jasper Slough have ambiguous boundaries between plan designations. For reference, these resources are shown on the [Water Quality Limited Waterways map](#).

Clarifying and determining specific boundaries of plan designations in this area will be considered as part of master plans, land divisions, or site plan review, without requiring a separate application or fee to process a plan amendment or zone change, in order to allow for considerations in response to development or site configuration (e.g., buildings, streets, or infrastructure) or development constraints (e.g., wetlands, slopes, or easements).

Once a plan designation boundary in these areas is clarified and made specific, this option for flexibility will no longer apply to that boundary unless the natural resource changes location or configuration. Clarifying and determining specific plan designation boundaries must meet the following criteria:

- The Public Land and Open Space plan designation boundary will shift to align with riparian areas, wetland delineations, or top of bank for Water Quality Limited Watercourses.
- Shifts in boundaries must maintain the acreage of sites identified as having redevelopment potential in the adopted Commercial and Industrial Buildable Lands Inventory.<sup>7</sup>
- Shifts in boundaries must maintain the general configuration of plan designations of vacant, partially vacant, and potentially redevelopable sites as shown on maps in the adopted buildable lands inventories.<sup>8</sup>

Implementation Strategy 1.1: Amend Section SDC 3.1.115 to add alignment of a land use district boundary to match the plan designation boundary as one of the criteria the Director may use to determine the location of a land use district boundary that is uncertain.

Implementation Strategy 1.2: Amend SDC 3.1.115 to allow for shifts in land use district boundaries to match the plan designation boundaries that are clarified through the process allowed by this policy.

**Policy LU.2** Public right-of-way is not assigned a base plan designation; however, overlays shown on the Comprehensive Plan Map will continue to apply to public right-of-way.

Vacated public right-of-way is incorporated into the abutting property, typically to the centerline. However, in cases where only one abutting property dedicated right-of-way, all the vacated rights-of-way would be incorporated into that property. In any case, the vacated right-of-way acquires the base plan designation of the abutting property, without the need of a separate Comprehensive Plan Map amendment.

Implementation Strategy 2.1: Consider amending the Springfield Development Code and Zoning Map to reflect that public rights-of-way are not assigned a base land use district.

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<sup>7</sup> See Table 2-12: Site-by-site review of parcels with redevelopment potential (on PDF page 55) in the adopted Springfield Commercial and Industrial Buildable Lands Inventory.

<sup>8</sup> For commercial and industrial plan designations, see Map 2-3: Vacant Commercial and Industrial land (on PDF page 46) in the in the adopted Springfield [Commercial and Industrial Buildable Lands Inventory](#). For residential plan designations, see Map 3-1: Residential Land by Plan Designation (on PDF page 44) in the adopted Springfield [Residential Land and Housing Needs Analysis](#).

**Policy LU.3** Encourage alignment of plan designations on the Comprehensive Plan Map and land use districts on the Zoning Map.

Implementation Strategy 3.1: Explore plan/zone conflicts when addressing land needs identified in updates to the buildable lands inventories.

Implementation Strategy 3.2: Continue to encourage property owners to rezone their property in conformance with the plan designation by offering application fee waivers or reductions.

**Policy LU.4** Allow for administrative adjustments and minor adjustments to the Springfield Comprehensive Plan Map without requiring a legislative plan amendment.

- a. Show minor adjustments to plan designation boundaries that have been approved in a land use decision.
- b. Show gradual changes to property boundaries caused by the migration of waterways:
  - o Where a plan designation boundary is the McKenzie River or Willamette River, the plan designation boundary will shift with changes to the Ordinary High-Water Line (OHWL), except when a change to the OHWL is caused by a sudden, catastrophic change in the river's course.
  - o Where a plan designation boundary is the centerline of a non-navigable stream, the plan designation boundary will follow changes to the stream centerline as minor changes occur.
- c. Allow correction of cartographic errors, such as minor shifts in the display of property lines and other map features resulting from updates to mapping projections. This does not include changes in property lines as a result of a land use application.

Implementation Strategy 4.1 The City will make routine administrative updates to the Springfield Comprehensive Plan Map and will document the date the map was updated and any related land use decisions and post-acknowledgement plan amendments that have been incorporated since the last map update.

# EXHIBIT A-3

# 2

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## OVERVIEW

The Springfield 2030 Refinement Plan Residential Land Use & Housing Element addresses Statewide Planning Goal 10: Housing, “To provide for the housing needs of the citizens of the state.” This element includes goals, objectives, policies and implementation actions that are consistent with and carry out the *Eugene-Springfield Metropolitan Plan Residential Land Use and Housing Element* (Chapter III-A), while demonstrating the City’s ongoing commitment to increasing housing choice and residential densities within Springfield’s separate Urban Growth Boundary.

Together, Goal 10 and Oregon’s “needed housing” statutes require that Springfield provide a 20-year buildable land supply within a separate Urban Growth Boundary (UGB) to meet the housing needs of current and future residents. The policies in this element have their basis in the Residential Land Study conducted by the City 2007-2010. The residential buildable land inventory and technical analysis is contained in a Technical Supplement to this plan—the *Springfield Residential Land and Housing Needs Analysis* (RLHNA). The RLHNA is an analysis of land supply and housing demand prepared for the City of Springfield by ECONorthwest, April 2011 that incorporates input from citizens, stakeholder groups, commissions and elected officials received throughout a multi-year citizen involvement process that included a Residential Lands advisory committee, online public surveys, community workshops, work sessions, open houses and public hearings. The RLHNA and this element demonstrate compliance with Goal 10 and related “needed housing” statutes (especially ORS 197.296 and 197.304). The factors reviewed to develop a projection of future housing demand include historical development trends, residential development trends, and trends in housing mix and tenure; density; the projected number, type and size of households; and the demographic characteristics of the population.

ORS 197.303 requires Springfield to demonstrate as required by ORS 197.296 that its comprehensive plan provides sufficient buildable lands to accommodate needed housing for 20



years. The policies in this chapter establish Springfield’s long-term policies and shorter-term strategies for meeting Springfield’s identified housing needs for the plan period 2010-2030. The provisions in this plan supplement, refine and support policies contained in the *Eugene-Springfield Metropolitan Plan Residential Land Use and Housing Element* and are applicable only within the Springfield UGB. The goals, policies and implementation actions were developed to respond to the findings in the RLHNA in ways that best implement Springfield’s preferred residential land use growth management strategies – as identified and prioritized through the public involvement process. The policies and implementation actions in this element support a 20% increase in density over the historical development pattern by facilitating more dense development patterns. In those instances where findings and policies in this element differ quantitatively from policies in the *Metro Plan Residential Land Use and Housing Element*, the Springfield 2030 Refinement Plan Residential Land Use & Housing Element policies shall prevail. Issues not addressed in this element are addressed in the *Metro Plan Residential Land Use and Housing Element*.

The policies in this element provide direction for Springfield in updating refinement plans, zoning and development regulations to address the community’s housing needs. As Springfield implements this element of the *Springfield 2030 Refinement Plan* – through future land use refinement plan updates at the city-wide, district, neighborhood, and corridor scale—the City shall continue to analyze the suitability of residential and residential mixed use designations in terms of density and location and, based on this analysis, may propose changes to the ~~*Springfield Comprehensive Plan Map Metro Plan Diagram and Springfield 2030 Refinement Plan Diagram. The Springfield 2030 Refinement Plan Land Use and Urban Design Element policies establish physical characteristics of Springfield’s residential and mixed use neighborhoods and includes criteria for locating non-residential supporting uses, such as Neighborhood Commercial and Neighborhood Mixed Use land uses within or adjacent to residential districts of the City.*~~

## METRO AREA HOUSING GOAL

The 2004 Update of the *Eugene-Springfield Metropolitan Area General Plan* includes a Residential Land Use and Housing Element that articulates the region’s housing goals and objectives. The Metro Plan lists a single residential land and housing goal:

**Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.**

The Springfield 2030 Refinement Plan implements, interprets, and supplements this goal as follows:

## SPRINGFIELD RESIDENTIAL LAND & HOUSING GOALS

**HG-1** Plan for Growth and Needed Housing

As documented in the RLHNA, the land currently designated for High, Medium and Low Density Residential and Nodal Mixed Use plan designations will accommodate Springfield’s expected need for residential development and redevelopment.

Springfield’s residential and mixed use districts —as depicted in the [Springfield Comprehensive Plan Map Metro Plan diagram](#) and Springfield refinement plans and as proposed in the Implementation Strategies in this element—provide a residential land base with sufficient capacity for the market to develop adequate numbers of needed housing units to meet expected demand through 2030. In 2010, there was a surplus of buildable land in both the Low and Medium Density Residential designations; however, there was a deficit in the High Density Residential designation of 28 gross buildable acres. With a mandatory commitment to amend the Glenwood Refinement Plan by 2012, Springfield has adopted an effective measure to ensure that the City’s separate UGB will include enough buildable land to satisfy Springfield’s projected housing needs by type and density range, as determined in the RLHNA.

The residential and mixed use designations and the policies adopted in this element are of sufficient specificity to accommodate the varying housing types and densities identified in the *Springfield Residential Land and Housing Needs Analysis*.

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## **HG-2** Foster Housing Choice and Affordability

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The [Metro Plan and Springfield 2030 Refinement Plan Springfield Comprehensive Plan Map](#) designates land for residential use and mixed use to provide a range of housing choices for people of all incomes and household types. Projecting the types of housing that will be built for the next 20 years is complex. Housing choices of individual households are influenced in complex ways by dozens of factors. Springfield’s housing market is influenced by the regional Lane County housing market and is the result of the individual decisions of thousands of households.

The City is committed to making sure that community residents enjoy access to decent housing. This commitment goes well beyond the statutory requirement to maintain a 20-year supply of residential land within Springfield’s separate UGB. The policies in this element promote and support housing choice and affordability. The availability of affordable housing choices for different types of households is a key component of a livable community. The location of housing in relation to jobs, shopping, transportation and other services significantly impacts quality of life.

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## **HG-3** Encourage Housing Diversity & Quality Neighborhoods

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The demographic make-up of households in Springfield is changing. The average age of city residents is increasing, and fewer households have children. The average age of a Springfield resident is younger than the Lane County average, even as the Lane County average is trending older. Household size has continued to shrink, though more slowly in the 1990’s than in previous

development (21 acres/270 DU in the Glenwood Riverfront); and 3) land within approved master-planned sites with capacity for residential development (730 DU in RiverBend and 518 DU in Marcola Meadows). A map of these tax lots appears as Map 3-2 in the RLHNA.

8. Owners of residentially planned land in the buildable land inventory as identified herein or as amended pursuant to Oregon post-acknowledgement plan amendment procedures are entitled to residential zoning that matches the plan designation. The City's Development Services Department has an existing process in place to rezone property with plan-zone conflicts at no cost to the property owner (3 times/year).
9. Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which include single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing.
10. The results of the RLHNA indicate that Springfield has an overall surplus of residential land, but has deficits in the High Density Residential and Parks and Open Space<sup>27</sup> categories. The Springfield UGB has enough land for 9,018 new dwelling units. There is sufficient buildable land in Springfield's UGB designated for low and medium density residential uses to meet the future housing needs of the projected population.
  - The Low Density Residential designation has a *surplus* of approximately 378 gross acres.
  - The Medium Density Residential designation has a *surplus* of approximately 76 gross acres.
11. There is not enough buildable land in Springfield's UGB designated for high density residential uses within the existing Springfield UGB to meet the future housing needs of the projected population. The High Density Residential designation has a deficit of approximately 28 gross acres. At a minimum, the City will meet the high density residential land deficit of 28 acres (including 7 acres of HDR designated land to provide public open space for the higher density development, as well as any needed public facilities) through its redevelopment strategies in Glenwood.
12. The Parks and Open Space<sup>28</sup> designation has a *deficit* of 300 acres. This need does not require the City to expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can

<sup>27</sup> [The Springfield Comprehensive Plan was amended to reflect adoption of the Springfield Comprehensive Plan Map, which renamed the "Parks and Open Space" designation to be "Public Land and Open Space." These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 \(Springfield Ordinance No. XXXX, and Lane County Ordinance PA 1390 and Ordinance 23-07\).](#)

<sup>28</sup> [IBID](#)

# 5

## URBANIZATION ELEMENT

### OVERVIEW

The Springfield 2030 Comprehensive Plan (2030 Plan) is currently being developed as Springfield’s new land use comprehensive plan policy document applicable to Springfield’s jurisdictional area of the Metro Plan. The Springfield Comprehensive Plan Urbanization Element is the chapter of the 2030 Plan that guides future development in Springfield by describing how and where land will be developed and infrastructure provided to meet long term growth needs while maintaining and improving community livability. The purpose of the Urbanization Element is to inform and guide long range land use and public facilities planning to address Springfield’s land needs for the planning period 2010-2030 in compliance with Statewide Planning Goal 14, Urbanization.

**Statewide Planning Goal 14. Urbanization – To provide for an orderly and efficient transition from rural to urban land use, to accommodate population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.**

Oregon law requires cities and counties to establish and maintain urban growth boundaries (UGBs) for urban areas to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. The land within the UGB includes “urban” lands within the incorporated City and “urbanizable lands<sup>29</sup>” – those lands that are within the UGB but have not yet been annexed to the City. Urbanizable lands are considered to be available for urban development

<sup>29</sup> Oregon’s Statewide Planning Goals & Guidelines define “urbanizable land” as “Urban land that, due to the present unavailability of urban facilities and services, or for other reasons, either: (a) Retains the zone designations assigned prior to inclusion in the boundary, or (b) Is subject to interim zone designations intended to maintain the land’s potential for planned urban development until appropriate public facilities and services are available or planned.”

consistent with plans for the provision of urban facilities and services. The City and Lane County are required to co-adopt comprehensive plan policies, zoning, and development code provisions to regulate land uses and land divisions of urbanizable lands to maintain their potential for planned urban development until adequate public facilities and services necessary for urban level of development are available or planned.

The Urbanization Element establishes the comprehensive plan policies and zoning applicable to urbanizable lands within Springfield’s Urban Growth Boundary (UGB) that are necessary to efficiently and effectively plan and manage the land supply as land uses transition from rural to urban. This policy direction is based on the need to:

- Designate a 20-year supply of urbanizable land to accommodate population and employment growth.
- Allow and regulate interim land uses that do not impede future development of planned urban land uses and densities.
- Plan for the orderly and efficient extension of public facilities and services.
- Designate land for community open space and recreational needs.
- Designate land to provide and manage the public facilities and environmental services needed to serve Springfield’s urban area.
- Manage growth and improve community livability through increasingly efficient use of land consistent and compatible with the community’s needs, resources, opportunities and advantages within the broader Southern Willamette Valley region.

The policy direction provided by the Urbanization Element guides comprehensive planning coordination, zoning and land use regulation within the UGB, including:

- Future refinement planning and zoning at the more detailed level of neighborhood, district (e.g. Gateway), or corridor;
- Future regional and local transportation, infrastructure and capital improvement planning;
- Future comprehensive plan, zoning and Springfield Development Code amendments;
- Review of property owner-initiated land use proposals; and
- Review of property owner-initiated land use applications including annexation requests.

## **SPRINGFIELD URBANIZATION PLANNING GOALS**

The following Urbanization Element Planning Goals express the desired community development outcomes and benefits the City aspires to achieve by planning and managing land in new growth areas of the City.

UG-1 Promote compact, orderly and efficient urban development by guiding future growth to vacant sites and redevelopment areas within the established areas of the city, and to urbanizable lands where future annexation and development may occur.

UG-2 Promote efficient and economical patterns of mixed land uses and development densities that locate a variety of different life activities, such as employment, housing, shopping and recreation in convenient proximity; and where accessible by multiple modes of transportation – including walking, bicycling, and transit in addition to motor vehicles –within and between neighborhoods and districts.

UG-3 Provide adequate level of urban services, including but not limited to public water, wastewater, stormwater management systems, environmental services and an urban multi-modal transportation system as urban development occurs within the Springfield UGB.

UG-4 As the City grows and as land develops, maintain and reinforce Springfield’s identity as a river-oriented community by emphasizing and strengthening physical connections between people and nature in the City’s land development patterns and infrastructure design.

UG-5 Increase Springfield’s capability to respond to natural hazard impacts and to enhance public safety, health and robustness of the economy and natural environment. Create opportunities for innovative urban development and economic diversification.

## MANAGING URBAN TRANSITION

Springfield manages the orderly and efficient transition of land from rural to urban to implement the Urbanization Planning Goals through application of the following planning policies, implementing ordinances, tools and procedures:

- The Urban Growth Boundary
- Comprehensive plan designations and policies
- Springfield Zoning Map
- Springfield Development Code land use regulations and development standards—including the Annexation process
- Planned provision of urban facilities and services:
  - Metropolitan Public Facilities and Services Plan
  - Springfield Wastewater and Stormwater Master Plans
  - Springfield Transportation System Plan
  - Springfield Capital Improvement Program

## SPRINGFIELD URBAN GROWTH BOUNDARY

The Springfield UGB establishes a 20-year supply of land based on demonstrated need to accommodate long range population growth and demonstrated need for housing, employment opportunities, livability and uses such as public facilities, streets and roads, schools, parks or open space.

The UGB is mapped and specifically delineated along its entire circumnavigation of the city. The UGB is graphically depicted in the “Springfield Urban Growth Boundary map.” The UGB Technical Supplement<sup>30</sup> to the Urbanization Element provides documentation to more precisely describe the parcel-specific boundary location — a description of the methodology used by Springfield to prepare the precise UGB location using contemporary Geographic Information Systems (GIS) technology, previous urban growth boundary location descriptions, surveys, applicable sections of the ORS and OARs and related land use decisions; and a list of tax lots that are split by the UGB. Where existing and planned right-of-way comprise portions of the UGB, the full width of that right-of-way lies within the UGB, except along the western track where the boundary is mapped and described as the center line of Interstate Highway 5 between the north-bound and south-bound lanes.

Springfield’s urban and urbanizable area extends approximately 5 miles from north (Gateway) to south (Glenwood McVay corridor) along the Interstate Highway 5 corridor as it travels through the Eugene-Springfield metro area; and approximately 8.6 miles from west to east as measured along the Franklin Boulevard-Main Street Corridor-McKenzie Highway from the Interstate Highway 5 Willamette River bridge to the easternmost point of the UGB. The Springfield UGB includes most but not all land between the McKenzie River on the north and the Middle Fork Willamette River on the south. The eastern portion of the UGB includes the Thurston South Hills and follows the ridgeline south and west to Jasper Road to encompass the area known locally as Jasper-Natron.

## SPRINGFIELD UGB AMENDMENTS 2011-2016

Prior to 2011, Springfield and Eugene shared one Metro Area UGB. Oregon Revised Statute 197.304 (2007) required both cities to independently conduct housing needs analyses and to establish separate UGBs to meet those needs. In 2007, Springfield began an evaluation of the UGB for two categories of land need: housing and employment.

The Springfield UGB was first acknowledged in 2011, designating a land supply to meet the City’s residential land and housing needs for the 2010-2030 planning period.<sup>31</sup> The Springfield UGB included all of the lands and waters within the previously acknowledged Eugene-Springfield Metropolitan Area General Plan Boundary located east of the centerline of Interstate

<sup>30</sup> Springfield Ord. 6361, Lane County PA 1304, Exhibit C-2 UGB Technical Supplement

<sup>31</sup> Springfield Ordinance No. 6268, Lane County Ordinance No. PA 1274

Highway 5- (i.e. the Springfield UGB is coterminous with the Metro Plan Boundary on the east side of I-5). –<sup>32</sup>

The UGB provides sufficient land designated to meet all residential land needs through the year 2030 without expanding the UGB – through implementation of plan and zoning amendments and Springfield Development Code land use efficiency measures.

The UGB was subsequently amended in 2016 to designate a 20-year land supply for employment and natural resource protection, and to designate public land for parks, open space and public/semi-public facilities.<sup>33</sup> With the exception of seven needed employment sites larger than five acres, the City’s employment land inventory was found to be sufficient to meet all employment land needs for the planning period without expanding the UGB. The employment land UGB expansion added approximately 257 suitable and developable acres to provide sites for target industries and uses that require sites larger than 5 acres.<sup>34</sup> The public land UGB expansion added approximately 455 acres of publicly-owned land to the UGB. The Springfield UGB as amended and acknowledged in 2019 contains approximately 15,411 acres of land.

## **RELATIONSHIP TO THE METRO PLAN, FUNCTIONAL PLANS & REFINEMENT PLANS**

The Springfield Comprehensive Plan Urbanization Element was adopted by the City of Springfield and Lane County as a city-specific comprehensive plan policy element to independently address a planning responsibility that was previously addressed on a regional basis in the Metro Plan.<sup>35</sup> The Urbanization Element goals, policies and implementation actions replace the more general Metro Area-wide goals, findings and policies contained in Metro Plan sections entitled “Growth Management Goals, Findings and Policies” (Metro Plan II-C) and “Urban and Urbanizable Land” (Metro Plan II-E) for lands within the Springfield UGB.

The Metro Plan establishes a broad regional framework for Eugene, Springfield, and Lane County to coordinate comprehensive planning within the Eugene-Springfield Metropolitan planning area. Metro Plan Chapter I explains the relationship between city-specific comprehensive plans, the broad policy framework of the Metro Plan and the regionally-coordinated functional plans. The Springfield Comprehensive Plan elements – including this Urbanization Element – explicitly supplant the relevant portion of the Metro Plan. Should inconsistencies occur between the Springfield Comprehensive Plan and a refinement or functional plan, or references in the Springfield Development Code that refer to Metro Plan policies, the Springfield Comprehensive Plan is the prevailing policy document.<sup>36</sup>

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<sup>32</sup> [Springfield Ord. 6288, Eugene Ord. 20511, and Lane County Ord. PA 1281](#)

<sup>33</sup> Springfield Ordinance 6361, Lane County Ordinance PA 1304, Exhibit A-2

<sup>34</sup> *Springfield Commercial and Industrial Land Inventory and Economic Opportunities Analysis*, 2015

<sup>35</sup> Metro Plan pp. iii-iv and Chapter II describes the incremental Metro planning area shift towards separate Springfield and Eugene UGBs and city-specific comprehensive plans.

<sup>36</sup> During the period of transition from Metro Plan to local comprehensive plans, Springfield’s “comprehensive plan” consists of the acknowledged Metro Plan and the acknowledged Elements of the Springfield 2030 Comprehensive Plan.



## RESPONSIBILITIES FOR LAND USE PLANNING & DEVELOPMENT WITHIN THE SPRINGFIELD UGB

Metro Plan Chapter II and Chapter IV describe jurisdictional responsibilities within the Eugene-Springfield Metropolitan planning area. The division of responsibility for metropolitan planning between the two cities is the Interstate 5 Highway. Springfield, Eugene and Lane County are required to co-adopt a UGB or Metro Plan boundary change that crosses the Interstate 5 Highway. For purposes of other amendments and implementation of the Metro Plan, Lane County has joint responsibility with Springfield between the city limits and the Metro Plan Boundary east of the Interstate 5 Highway.

Metro Plan Chapter IV describes the procedures for review, amendments and refinements of the Metro Plan, including amendments of the Metro Plan adopting singular or multiple Elements of the Springfield Comprehensive Plan that explicitly supplant relevant portions of the Metro Plan. Metro Plan amendments that are being considered in conjunction with a city-specific plan adoption or amendment follow the procedures described in Metro Plan Chapter IV.

Land use planning and development within the Springfield city limits is the sole responsibility of the City of Springfield. Land development within Springfield's urbanizable areas is planned and cooperatively administered by the City of Springfield in coordination with Lane County in accordance with the policies in this Plan and as described in the ORS 190 Intergovernmental Agreement (1987) between the City of Springfield and Lane County.<sup>37</sup> The Agreement delegated building, zoning, and planning administration and decision making authority for services for the land between Springfield's UGB and the city limits from the County to the City of Springfield and describes criteria and procedures for land regulation and management.

Planning for regionally significant public investments within Springfield's UGB is coordinated on a metropolitan-wide basis by utilizing the regional transportation planning and public facilities planning processes<sup>38</sup> as described in the Metro area functional plans—including the Eugene-Springfield Public Facilities and Services Plan and the Regional Transportation System Plan. Some of Springfield's neighborhood refinement plans (such as the Glenwood Refinement Plan) may include a refined level of policy guidance for urbanization in specific locations within Springfield's UGB.

<sup>37</sup> *Agreement Regarding the Transfer of Building and Land Use Responsibilities within the Urbanizable Portion of the Springfield Urban Growth Boundary*, January 1, 1987.

<sup>38</sup> For other related policy discussion, see the Public Facilities and Services Element in Metro Plan Chapter III-G. The Springfield Comprehensive Plan does not address service districts.

## PLAN DESIGNATION & ZONING-LAND USE DISTRICTS OF UNINCORPORATED “URBANIZABLE” LANDS IN THE UGB

The unincorporated land within the Springfield UGB is urbanizable and is considered part of Springfield’s land base for housing and employment as identified in the most recent buildable land inventories. It is assumed that buildable<sup>39</sup> lands will eventually be included in the City’s incorporated area and developed to accommodate designated urban uses and densities.

Urbanizable lands exist in various areas of the Springfield UGB and are designated for a variety of land uses as shown in Table 1 (next page). The land use designation determines the applicable zoning-land use district, both before after annexation. In addition to the plan designation, land use district zoning and the applicable policies of this Urbanization Element, Springfield is required by Oregon law to implement land use controls regulating interim development on unincorporated land to prevent land divisions and uses that would preclude future development of planned urban uses and densities. As shown in Table 1, Springfield Land Use Districts Zoning implements this provision of the law through two different land use district zoning-mechanisms in the Springfield Development Code: 1) the Agriculture - Urban Holding Area Zoning-Land Use District (AG) was established and applied to land after 2015 to implement the Urban Holding Area -Employment and Natural Resource plan designations; and 2) the Urbanizable Fringe Overlay Zoning District (UF-10) was established and applied to lands prior to 2015 and is a zoning overlay district placed over multiple plan designations. Both zoning-land use district mechanisms were established to implement the goal of compact growth through provisions that maintain the supply of land for urban development in areas between the city limits and the UGB. Unincorporated public land designated Public Land and Open Space Government and Education or Public/Semi Public is zoned Public Land and Open Space on the Springfield Zoning Map.

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<sup>39</sup> Some lands have absolute development constraints that for inventory purposes are not assumed to be buildable. See Findings section this Element for more information.

**Table 1: Urbanizable Land<sup>41</sup>  
Plan Designations & Applicable Zoning Land Use Districts**

Metro Springfield Comprehensive Plan Designation <sup>42</sup>	Springfield <u>Zoning Land Use</u> District(s) Applicable/Before Annexation <sup>43</sup>	Springfield <u>Land Use Zoning</u> District(s) Applicable/After Annexation <sup>44</sup>
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<sup>40</sup> Zoning to be determined through subsequent Springfield 2030 Comprehensive Plan or refinement plan updates.

<sup>41</sup> Ibid.

<sup>42</sup> Ibid.

<sup>43</sup> Ibid. Springfield Comprehensive Plan Residential Land Use & Housing Element Policy H.7, Implementation Action 7.4 requires analysis to determine applicability of small lot zoning in Glenwood south of Franklin Blvd.

<sup>44</sup> Zoning to be determined through subsequent Springfield 2030 Comprehensive Plan or refinement plan updates.

<sup>45</sup> Ibid.

## Urban Holding Area - Employment (UHA-E) ~~Metro~~ Plan Designation

Lands brought into Springfield's UGB to address 2010-2030 land needs for suitable large employment sites are designated Urban Holding Area – Employment (UHA-E) as an interim plan designation to maintain the land's potential for planned urban development until appropriate urban facilities and services are planned or available and annexation to Springfield can occur.

The Urban Holding Area – Employment (UHA-E) plan designation reserves suitable large employment sites to meet Springfield's long term employment land needs for the 2010-2030 planning period. Lands within the UHA-E designation are planned and zoned for the primary purpose of reserving an adequate inventory of large employment sites that are well located and viable for industry and not easily replicable elsewhere. The Springfield 2030 Comprehensive Plan designates suitable large sites for employment uses that generate significant capital investment and job creation within – but not limited to – targeted industry sectors, business clusters and traded-sector<sup>46</sup> industries identified in the most recent economic opportunities analysis and Economic Element policies of this Plan.

The City expanded the UGB in 2016 to support diversification of the economy by increasing opportunities for siting target industry employers that require large sites. The expansion was based on the lack of vacant or potentially redevelopable parcels larger than five acres in the City's 2008 inventory of employment land and the need for large parcels identified in the Economic Opportunities Analysis.<sup>47</sup> In 2008-2016, the City conducted an Urban Growth Boundary Alternatives Analysis and discovered that few viable options exist for bringing in suitable large parcels of employment land close enough to the City's urban area to maintain a compact urban form. This is due to Springfield's geography and topography. The City is situated between the McKenzie and Willamette Rivers and their floodplains, and surrounded by steeply sloped hills on three sides, thus suitable, serviceable, close-in land is in scarce supply. The Urban Holding Area - Employment (UHA-E) designation reserves employment sites within urbanizable areas of 50 or more suitable acres to support creation of economic districts that will accommodate the site needs of target employment sectors. The size of employment districts and parcels of urbanizable land designated UHA-E provides adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services to all parcels within the UHA.

The UHA-E plan designation and Agriculture – Urban Holding Area Zoning Land Use District work together to serve important purposes in the 2030 Comprehensive Plan. Land suitable for large employers is identified, reserved and protected from incompatible interim development.

Bringing these lands into the UGB as designated holding areas subject to the policies of this Urbanization Element and the regulations of the Springfield Development Code establishes the first step for the City – in cooperation with Lane County – to comprehensively plan the urbanizable land supply to accommodate long range employment site needs and to protect natural resources. The UHA-E designation remains in effect until the appropriate

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<sup>46</sup> ORS 285A.010(9)

<sup>47</sup> Springfield Commercial and Industrial Buildable Land Inventory and Economic Opportunities Analysis, Table 5-4

employment designation is adopted through a City-initiated planning process or an owner-initiated plan amendment process. Lands designated UHA-E and zoned AG are located in two areas of the UGB:<sup>48</sup>

Table 2: Urbanizable Land Designated Urban Holding Area – Employment (UHA-E)				
Name of Area	Acres Designated UHA-E	Acres Zoned AG	# of Suitable employment acres (UHA-E)	Location
North Gateway UHA -E	1,200 acres	FJH	1,200 acres	North Gateway, Springfield, MO
Mill Race District UHA-E	1,200 acres	FH	1,200 acres	Mill Race District, Springfield, MO

### Springfield Development Code Agriculture – Urban Holding Area (AG) Zoning Land Use District Implements the UHA-E Plan Designation

Lands within the UHA-E designation are zoned Agriculture – Urban Holding Area<sup>49</sup> to retain large parcel sizes and current predominant farm uses until land is planned and zoned to allow urban development.

The Springfield Development Code Agriculture – Urban Holding Area Zoning Land Use District (AG) is established to implement the goal of compact growth through provisions that control the potential for premature or incompatible development on large sites added to the UGB to diversify the economy. The AG District includes provisions to limit the division of land and prohibit urban development. A 50-acre minimum lot size is applied to lots/parcels greater than 50 acres and a 20-acre minimum lot size is applied to lots/parcels less than 50 acres to protect undeveloped sites from inefficient piecemeal development until land is planned and zoned to allow annexation and site development with urban employment uses and densities.

All interim development in the AG District must be designed to City standards.



<sup>48</sup> Springfield Ordinance 6361, Lane County Ordinance PA1304, Exhibit A-2

<sup>49</sup> Springfield Ordinance 6361, Lane County Ordinance PA1304, Exhibit A-3

## Natural Resource (NR) ~~Metro~~ Plan Designation - North Gateway Site

Land in North Gateway brought into Springfield’s UGB to address 2010-2030 land needs for suitable large employment sites includes portions of properties within the floodway of the McKenzie River. Floodway is identified as an “absolute constraint” in the City’s land inventories. Land within the floodway is not considered suitable to meet employment land needs and is not counted as developable in the inventory. The City and County included the floodway portion of the site in the UGB to allow consistent land use administration of the floodplain pursuant to the purposes and standards of the Springfield Development Code Floodplain Overlay District standards. The portion of the site North Gateway site within the FEMA floodway is designated Natural Resource, a designation applied to privately and publicly owned lands where development and conflicting uses are prohibited to protect natural resource values. In addition to the purposes of the Floodplain Overlay District, land designated Natural Resource is protected and managed for fish and wildlife habitat, soil conservation, watershed conservation, scenic resources, passive recreational opportunities, vegetative cover, and open space.

**Table 3: Urbanizable Land Designated Natural Resource (NR)**

Name of Area	Acres Designated Natural Resource	Acres Zoned AG	Location
North Gateway Natural Resource (NR)	1.14	1.14	Portion of the North Gateway site within the FEMA floodway

## Springfield Development Code Agriculture – Urban Holding Area (AG) Zoning Land Use District Implements the Natural Resource Plan Designation

Lands within the Natural Resource designation are zoned Agriculture – Urban Holding Area to retain predominant farm uses and to direct development towards the unconstrained portions of the property that are designated UHA-E for employment uses.

## Springfield Development Code Agriculture – Urbanizable Fringe Zoning Overlay District (UF-10) Implements Varied Plan Designations: Urbanizable Fringe Overlay Zoning District (UF-10)

The UF-10 Overlay District is applied over multiple plan designations as shown in Table 1, and includes unincorporated land in the following eight geographic areas of the UGB:

West Centennial	Thurston South Hills
Gateway-Hayden Bridge	Jasper-Natron
Clearwater	South 2 <sup>nd</sup> Street
Thurston	Glenwood

The UF-10 Overlay District includes provisions to limit the division of land and prohibit urban development. All interim development in the UF-10 Overlay District must be designed to City standards. The UF-10 Overlay is removed automatically when annexation to the City is approved through the City’s land use review process, as described in the Springfield Development Code Annexation chapter.

### SPRINGFIELD ANNEXATION PROCESS

The annexation process—as articulated in the Springfield Development Code—guides the efficient transition of land from rural to urban uses to accommodate population and urban employment growth within Springfield’s UGB by:

- Providing land to accommodate future urban development;
- Providing land to accommodate necessary public facilities or services; and
- Ensuring that land designated to accommodate population and urban employment growth is developed to achieve its planned urban uses, densities and economic potential in a manner consistent with the urban development standards of the Springfield Development Code.

Oregon law grants Springfield City Council the authority to review and approve or deny petitions to annex territory located within Springfield’s UGB to the City. Statutory requirements for annexation are implemented through the Springfield Development Code. The Code prescribes the City’s land use process and criteria for approving annexation petitions.

The intent is that annexation will occur incrementally as property owners desire to develop or redevelop land. Annexation is required when unincorporated property is proposed to be

developed or redeveloped with planned urban uses and densities or where necessary to abate public health hazards<sup>50</sup> such as failed septic systems.

## Key Urban Services Required for Annexation to the City of Springfield

The policies and implementation strategies in the Urbanization Element ensure that urban facilities and services directly related to land use planning and the efficient transition of land from urbanizable to urban pursuant to Goal 14 Urbanization are provided to urbanizable lands in a timely, orderly, and efficient manner to serve planned land uses within Springfield’s urban growth boundary and within the metropolitan area. The Springfield Comprehensive Plan Urbanization Element retains the long-standing Metro area urbanization policy criteria for approving annexations:

Springfield Comprehensive Plan Urbanization Element Policy 30: Unincorporated land within the Springfield UGB may be developed with permitted uses at maximum density only upon annexation to the City when it is found that key urban facilities and services can be provided to the area to be annexed in an orderly and efficient manner. Provision of these services to the area proposed for annexation is consistent with the timing and location for such extension, where applicable, in the City’s infrastructure plans — such as the Public Facilities and Services Plan; the Springfield Transportation System Plan; the City’s Capital Improvement Program; and the urbanization goals, policies and implementation strategies of this Element — or a logical time within which to deliver these services has been determined, based upon demonstrated need and budgetary priorities.

Oregon law includes requirements that must be met prior to annexation approval to ensure orderly growth, such as prohibiting non-contiguous annexations and providing information about properties’ contribution to offsite public systems. Oregon Administrative Rules establish policies to protect public waters from human health hazards, including standards and permitting requirements for onsite wastewater treatment systems construction, alteration and repair. These rules require connection to a sewerage system that can serve the proposed sewage flow when such a system is physically and legally available within the distances specified in the OARs. The City of Springfield requires annexation before wastewater services are extended as planned in the Metropolitan Public Facilities and Services Plan.

For the purposes of land use planning and annexation, the Springfield Comprehensive Plan defines key urban facilities and services as those services and facilities that are necessary to serve planned urban uses and densities in accordance with applicable Statewide Planning Goals, statutes and administrative rules: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls;

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<sup>50</sup> Oregon Revised Statutes Chapter 222 Health Hazard Abatement



communication facilities; and public schools on a district-wide basis. All references to Metro Plan policies regarding “key urban services” in Springfield refinement plans and the Springfield Development Code shall be amended to reference Springfield Comprehensive Plan Urbanization Element Policy 30. This plan does not address facilities and services provided by Lane County<sup>51</sup>, the State of Oregon, or the Federal government, and does not preclude provision of those services within Springfield.

The availability of key urban services is determined by Springfield and/or applicable public and private service providers at the time of the annexation request, based on a determination of existing and planned capacity, existing and proposed uses, and costs. The land use application process for annexation is described in the Springfield Development Code. If key urban services are not available to serve the site at the time the annexation request is made, the Code requires an Annexation Agreement to ensure that services will be provided in a timely manner. The Annexation Agreement states the terms, conditions, and obligations of the property owner and the service providers regarding the fiscal and service impacts to Springfield associated with the annexation, provision of infrastructure, and future development of the property.

## **URBAN HOLDING AREA – EMPLOYMENT DESIGNATION: REQUIRED PLAN AMENDMENT PROCEDURES TO DESIGNATE URBANIZABLE LAND FOR URBAN DEVELOPMENT BEFORE ANNEXATION & DEVELOPMENT APPROVAL**

Lands designated Urban Holding Area – Employment (UHA-E) require comprehensive plan amendments and may require facility plan amendments prior to their designation and [zoning-land use district](#) for urban employment use. The policies and implementation strategies in this Urbanization Element describe Statewide Planning Goal requirements that must be addressed prior to approval of plan and zoning changes that allow the transition from urbanizable to urban on lands designated UHA-E. Specific policies and implementation strategies are listed under each Urbanization Planning Goal to identify the steps needed before land may be designated, zoned and annexed to permit development to occur. These steps ensure that ample opportunities for citizen involvement are provided through community refinement planning processes conducted at the district scale to establish employment land use designations, [zoning-land use districts](#), design and development standards, transportation systems and public facilities to meet and balance community and industry needs in the North Gateway and Mill Race Urban Holding Area – Employment Districts.

### **Planning Requirements in Urban Holding Areas**

District, refinement plan or master plan approval is required prior to or concurrent with annexation of land designated Urban Holding Area- Employment as shown in Table 3. Urban

<sup>51</sup> Lane County provides the following services on a county-wide basis: sheriff and corrections, criminal prosecution, parole and probation; elections; regional transportation; mental health and public health services; workforce assistance; animal services; and regional parks and facilities.

Holding Areas are zoned Agriculture - Urban Holding Area (AG) prior to plan amendment approval and prior to annexation.

Table 5: Pre-Development Approval Process Steps – Urban Holding Areas	
City-initiated Planning Process	Owner-initiated Planning Process
<p>1. Owner initiates process by submitting a preliminary plat to the City. The City reviews the plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>	<p>1. Owner initiates process by submitting a preliminary plat to the City. The City reviews the plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>
<p>2. City reviews preliminary plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>	<p>2. Owner initiates process by submitting a preliminary plat to the City. The City reviews the plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>
<p>3. City reviews preliminary plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>	<p>3. Owner initiates process by submitting a preliminary plat to the City. The City reviews the plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>
<p>4. City reviews preliminary plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>	<p>4. Owner initiates process by submitting a preliminary plat to the City. The City reviews the plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>
<p>5. City reviews preliminary plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>	<p>5. Owner initiates process by submitting a preliminary plat to the City. The City reviews the plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>
<p>6. City reviews preliminary plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>	<p>6. Owner initiates process by submitting a preliminary plat to the City. The City reviews the plat and issues a preliminary plat approval. The City then issues a preliminary plat approval. The City then issues a preliminary plat approval.</p>

# URBANIZATION ELEMENT GOALS, POLICIES & IMPLEMENTATION STRATEGIES

The Springfield 2030 Urbanization Element Planning Goals express the desired community development outcomes and benefits the City aspires to achieve by planning and managing land in new growth areas before the land is annexed to become part of the City.

The Springfield 2030 Urbanization Element Policies and Implementation Strategies are the City's agreements and commitments to manage urban growth in ways that provide and sustain a healthy, prosperous and equitable environment aligned with Springfield's interests, values and assets. The adopted policy statements and implementation strategies in this plan provide a consistent course of action, moving the community toward attainment of its goals. Some policies and strategies call for immediate action; others require additional studies or community planning processes to develop more detailed or specific area plans or policy updates.

## UG-1

Promote compact, orderly and efficient urban development by guiding future growth to vacant sites and redevelopment areas within the established areas of the city and to urbanize lands where future annexation and development may occur.

1. Urbanizable lands within the 2030 UGB shall be converted to urban uses as shown in the [Springfield Comprehensive Plan Map Metro Plan Diagram](#) and as more particularly described in neighborhood refinement plans, other applicable area-specific plans, and the policies of this Plan.
2. Continue to support and facilitate redevelopment and efficient urbanization through City-initiated area-specific refinement planning and zoning amendments consistent with the policies of this Plan. Plans shall designate an adequate and competitive supply of land to facilitate short-term and long-term redevelopment activity. Efficiency measures achieved through plan amendments may be reflected in land supply calculations to the extent that they are likely to increase capacity of land suitable and available to meet identified needs during the relevant planning period.
  - Continue to provide public policy and financial support when possible for redevelopment in Springfield.
  - Continue to prioritize and incentivize redevelopment in the Glenwood and Downtown urban renewal districts and support redevelopment throughout the City as described in the Economic and Residential Elements of this Plan.
  - Continue to provide development tools and incentives (such as Urban Renewal support) within targeted priority redevelopment areas as resources become available to facilitate expedient and economically feasible redevelopment.

- Continue to conduct focused planning in key redevelopment areas, as directed by the City Council, as resources are available. Such efforts will review, update and supersede existing refinement plan designations and policies.
  - Identify and include public agencies and private stakeholder partners in district-specific planning efforts to facilitate redevelopment through partnerships and other cooperative relationships.
3. Any development taking place within the City’s urbanizable area shall be designed to the development standards of the Springfield Development Code.

### **Policies: Development within the Urban Holding Area- Employment Designation**

4. Urbanizable lands added to Springfield’s acknowledged UGB by Ordinance No. 6361 (adopted December 5 and 6, 2016, acknowledged 2019) to meet employment needs are designated “Urban Holding Area-Employment” (UHA-E) in the Metro Plan consistent with the employment site needs criteria for their inclusion in the UGB.<sup>52</sup> The UHA-E designation reserves employment sites within urbanizable areas of 50 or more suitable acres to support creation of economic districts that will accommodate the site needs of target employment sectors. The size of employment districts and parcels of urbanizable land designated UHA-E shall be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of infrastructure to serve the North Gateway or Mill Race urbanizable area.
5. Lands designated UHA-E are planned and zoned for the primary purpose of reserving an adequate inventory of large employment sites that is well located and viable for industry and not easily replicable elsewhere for employment uses that generate:
- A significant capital investment;
  - Job creation within—but not limited to—targeted industry sectors, business clusters and traded-sector industries identified in the most recent economic opportunities analysis and Economic Element policies of this Plan.
6. Lands designated “Urban Holding Area-Employment” are zoned “Agriculture – Urban Holding Area” (AG) on the Springfield Zoning Map and are subject to the development standards of the Springfield Development Code AG [Zoning-Land Use](#) District.
7. For lots/parcels greater than 50 acres in the North Gateway UHA-E District, the minimum lot/parcel size for land division is 50 acres. Land divisions that create lots/parcels for the

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<sup>52</sup> ORS 285A.010(9)

purpose of establishing a Natural Resource or Public ~~Land/Semi-Public Parks~~ and Open Space designation within the floodway, wetland or riparian resource portions of the site may create lots/parcels less than 50 acres within the Natural Resource or Public ~~Land/Semi-Public Parks~~ and Open Space designation portion of the parent lot/parcel. Lots/parcels created and designated for employment purposes shall retain the 50-acre minimum until planned and zoned to allow annexation and site development with urban employment uses and densities consistent with the policies of this Plan.

8. For lots/parcels less than 50 acres in the North Gateway and Mill Race UHA-E Districts, the minimum lot/parcel size for land division is 20 acres. Land divisions that create lots/parcels for the purpose of establishing a Natural Resource or Public ~~Land/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/Semi-Public Parks~~ and Open Space designation portion of the lot/parcel. Lots/parcels created and designated for employment purposes shall retain the 20-acre minimum until planned and zoned to allow annexation and site development with urban employment uses and densities consistent with the policies of this Plan.
9. As directed by the City Council, the City will conduct comprehensive planning processes and adopt refinement-level plans and implementation measures to guide and regulate urban development in the North Gateway and Mill Race UHA-E districts. The Transportation Planning Rule requirements under OAR 660-012-0060 will be addressed prior to any re-designation or zoning map amendment that allows urbanization.
10. Refinement Plans, District Plans, Master Plans and ~~zoning land use districts~~ for land within the UHA-E designation shall support cohesive design and development of innovative Employment districts that provide attractive sites for economic development in convenient proximity to natural and recreational amenities and infrastructure systems designed to integrate and protect water quality, Springfield’s Drinking Water Source Areas, riparian, wetland and groundwater resources, aquifer recharge, and floodplain functions with compatible employment uses.
11. Plan and zone land within the UHA-E designation to provide suitable employment sites 20 acres and larger to accommodate clean manufacturing<sup>53</sup> uses and office/tech/flex employers in Springfield’s target industry sectors. Limited neighborhood-scale retail uses that primarily serve employees within an industrial or office building or complex may be permitted as a secondary element within employment mixed-use zones. Urban Holding Area-Employment (UHA- E) sites shall not be re-designated or zoned to permit development of regional retail commercial uses.

<sup>53</sup> For the purposes of this policy, “clean” is defined as land uses, construction practices, and business operations that minimize waste and environmental impacts, and that contribute to a safe, healthy, and clean community, maintain the aquifer recharge capacity of the site by reducing impervious surfaces, and protect Springfield’s drinking water source areas from contamination.

# EXHIBIT B

# Exhibit B

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

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

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

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

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## Springfield's Comprehensive Plan

Springfield has begun a series of Metro Plan amendments to create a city-specific comprehensive plan. In 2011, the City of Springfield and Lane County adopted the Springfield 2030 Residential Land Use and Housing Element and established a separate UGB for Springfield pursuant to ORS 197.304 (Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274). In 2014, the City of Springfield 2035 Transportation System Plan was adopted to serve as Springfield's local Transportation System Plan (Springfield Ordinance No. 6314 and Lane County Ordinance No. PA 1303). In 2016, the Metro Plan was amended to reflect adoption of the Economic and Urbanization Elements and expansion of the Springfield UGB and Metro Plan Boundary to designate land for employment, public facilities, parks and open space, and natural resources (Springfield Ord. 6361 and Lane County Ord. PA 1304). The Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replaces the text in the Metro Plan Diagram Chapter II-G and removes the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary. These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 (Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07).



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

### **Use of the *Metro Plan***

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

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

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

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

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

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

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<sup>4</sup> The Springfield Comprehensive Plan Map replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary. These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 (Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07).

The degree to which the *Metro Plan* provides sufficient detail to meet the needs of each jurisdiction will have to be determined by the respective jurisdictions. Where conflicts exist among the *Metro Plan*, local comprehensive plans, refinement plans, and existing zoning, each jurisdiction will have to establish its own schedule for bringing the zoning and refinement plans into conformance with the *Metro Plan* or the applicable local comprehensive plan.

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

### **Relationship to Other Plans, Policies, and Reports**

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

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

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

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

- Appendix E *Eugene 2035 Transportation System Plan*

### **Relationship to Lane County Rural Comprehensive Plan**

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

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

### **Relationship to Statewide Planning Goals**

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

### **General Assumptions and Findings**

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

#### **General Assumptions<sup>5</sup>**

1. A population of 286,000 is expected to reside within the metropolitan UGB by the year 2015. This is a 29 percent increase from the estimated 2000 census population of 222,500. Since this *Metro Plan* is designed to accommodate the expected population rather than remain static until 2015, it can be adjusted periodically as changes in population trends are detected.
2. Based on recent trends, the rate of population growth and the rate of in-migration are projected to decrease.

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

## G. *Metro Plan Diagram*<sup>10</sup>

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

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

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

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

### Major Influences

<sup>10</sup> [The Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replaces the text in this Chapter and removes the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary. These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 \(Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07\).](#)

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

Insert Metro Plan Diagram –

Amend the Metro Plan Diagram to no longer show plan designations within the Springfield UGB (i.e. Metro Plan Boundary east of I-5) and add a note to the Diagram:  
“The Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Map, which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield’s urban growth boundary. These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 (Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07).

Insert *Metro Plan* Boundaries Map

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

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

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

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

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

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

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

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

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

## Goal

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

## Findings, Objectives, and Policies

### Findings

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

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<sup>27</sup> The Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Map, which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary (UGB). These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 (Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07). The Springfield Comprehensive Plan Map shows the portion of the Willamette River Greenway boundary within the Springfield UGB and in portions of Lane County just south of the Springfield UGB in order to show the extent of the boundary on both sides of the Willamette River.



24. Key urban facilities and services:

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

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

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

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

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

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

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

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

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<sup>34</sup> The Springfield Comprehensive Plan Map replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary (UGB). These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 (Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07). The Metro Plan Diagram will continue to show the Metro Plan Boundary and Springfield UGB. The Springfield Comprehensive Plan Map will show plan designations within the Springfield UGB and will also show the Springfield UGB.

# EXHIBIT C

# Exhibit C

## Neighborhood Refinement Plan Amendments for Co-adoption

### Gateway Refinement Plan:

- Replace the Parks and Open Space designation with a Public Land and Open Space designation, as shown on the Refinement Plan Diagrams in Exhibit A
- Apply Nodal Development as an overlay where shown on the Metro Plan Diagram, as shown on the Refinement Plan Diagrams in Exhibit A
- Replace the Parks and Open Space designation with Public Land and Open Space, as shown in track changes on the following pages
- Replace reference to the Metro Plan Diagram with reference to the Springfield Comprehensive Plan Map and replace reference to the Metro Plan text with reference to the Springfield Comprehensive Plan, as shown in track changes on the following pages
- Add text referencing the Springfield Comprehensive Plan to make the distinction between the Metro Plan and/or relationship to refinement plans, as shown in track changes on the following pages

### Glenwood Refinement Plans (1999 and 2014 plan update):

- Replace the Public Land and Parks and Open Space designations with a Public Land and Open Space designation, as shown on the Refinement Plan Diagrams in Exhibit A
- Replace the public/semi-public references and Public/Semi-Public designation with a Public Land and Open Space designation, as shown in track changes on the following pages
- Remove reference to the Metro Plan Diagram or replace with reference to the Springfield Comprehensive Plan Map, as shown in track changes on the following pages
- Replace reference to the Metro Plan text with reference to the Springfield Comprehensive Plan, as shown in track changes on the following pages
- Add text referencing the Springfield Comprehensive Plan to make the distinction between the Metro Plan and/or relationship to refinement plans, as shown in track changes on the following pages

# **GATEWAY REFINEMENT PLAN**

(Interim Printing June 2023)

**Prepared by:**

**Development and Public Works Department  
City of Springfield**



## **ADOPTION DATES:**

**City of Springfield – October 19, 1992**

**Lane County – September 1, 1992**

**City of Eugene (Metro Plan Amendments Only) – November 9, 1992**

## **TEXT AMENDMENT DATES:**

**January 10, 2005**

## **DIAGRAM AMENDMENT DATES:**

**July 6, 1993**

**August 17, 1993**

**November 18, 1999**

**December 9, 2002**

**April 21, 2003**

**July 7, 2003**

**January 10, 2005**

**January 22, 2019**

**April 15, 2019**

**October 21, 2019**

**May 18, 2020**

## INTRODUCTION

### PURPOSE

~~The Gateway Refinement Plan (Refinement Plan) is one of several Springfield refinement plans that refine and augment the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). The Metro Plan is the general land use policy document that guides all land use decision making in Springfield, Eugene, and Lane County. "Sub-area" or "neighborhood" refinement plans are developed to provide more specific application of Metro Plan policies, and to provide site-specific determination of Metro Plan land use designations. Refinement plans resolve any pre-existing conflicts between local zoning districts and Metro Plan designations. They also provide the opportunity to examine, in greater detail, the area's future public facilities and transportation needs, and to resolve potential conflicts between adjoining land uses. "All refinement plans and regulatory measures must be consistent with the Metropolitan Plan, and should inconsistencies occur, the Metropolitan Plan is the prevailing policy document." (Metro Plan, 1987, p. IV-3)~~

The Gateway Refinement Plan guides local development and decisions with land use policies addressing this area's specific issues and needs. The application of site-specific plan designations is based on findings of fact and clear criteria. Refinement Plan designations, policies, and implementation actions are designed to minimize the negative impacts of development on existing residential neighborhoods and natural resources, while facilitating development consistent with applicable comprehensive plans.

### PLAN RELATIONSHIPS TO OTHER PLANS

~~The Refinement Plan Diagram is more specific than the Metro Plan Diagram. Whereas the Metro Plan Diagram is of a scale that illustrates only general area designations, the Refinement Plan Diagram provides site-specific land use designations that sometimes cover areas too small to appear on the Metro Plan Diagram. Like all other elements of the Gateway Refinement Plan, the Refinement Plan Diagram must be consistent with the Metro Plan Diagram. Upon adoption (consistent with the Metro Plan), the Gateway Refinement Plan shall be definitive in making site-specific land use decisions. Land use decisions made as a result of adoption of this Plan shall be incorporated into Metro Plan inventories and shall be reflected on the Metro Plan Diagram as part of the next Metro Plan update.~~

~~In addition to serving as a land use policy guideline and as an information source, this Refinement Plan will guide local decision-makers in dealing with area issues and infrastructure needs. This Refinement Plan will be used in conjunction with the Metro Plan, TransPlan, the Public Facilities Plan, and the Willamalane Comprehensive Plan in making land use and public facilities decisions for the Gateway area. The Gateway Refinement Plan also is intended to provide certainty for developers and residents throughout the land development process. The application of site-specific land use designations is based on findings of fact, and clear and understandable criteria. Refinement Plan land use designations, policies, and implementation actions are designed to minimize the negative impacts of development on existing residential neighborhoods and natural resources, while facilitating commercial and industrial areas to develop consistent with the Metro Plan, and with the growing economic development needs of the greater metropolitan area community.~~

### COMPREHENSIVE PLANS

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range comprehensive plan that establishes the broad policy framework upon which Springfield, Eugene, and Lane County make coordinated land use decisions within the Eugene-Springfield Metropolitan planning area. In 2011, Springfield began to create its own Comprehensive Plan, which started with a Metro Plan amendment to establish a Springfield urban growth boundary and adopt a city-specific residential element (chapter). The City has since added more elements to the Springfield Comprehensive Plan. 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 urban growth boundary. Together, the Metro Plan and Springfield Comprehensive Plan serve as Springfield's applicable comprehensive plans.

Metro Plan Chapter I explains the relationship between its broad policy framework, city-specific comprehensive plans, and refinement plans. Some Springfield Comprehensive Plan elements explicitly supplant the relevant portion of the Metro Plan while others supplement the Metro Plan. For information about how the different elements of the Metro Plan apply to Springfield, see the Preface of the Springfield Comprehensive Plan.

The City and Lane County co-adopted a Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replace the text in the Metro Plan Diagram Chapter II-G and remove the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary. These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 (Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07). The Springfield Comprehensive Plan Map includes the plan designations from adopted Neighborhood Refinement Plan Diagrams. An updated Refinement Plan Diagram reflecting amendments since the Refinement Plan's original adoption and some minor plan designation name changes is included prior to the Table of Contents in this document. The original Refinement Plan Diagram is retained on page 5 for historical reference.

### **NEIGHBORHOOD REFINEMENT PLANS**

Neighborhood refinement plans often have more specific policies than those in the comprehensive plans due to more detailed analysis of neighborhood needs and aspirations. In these cases, the more specific or restrictive policies typically prevail. In the case of an actual conflict between plan policies, the Springfield City Council has the authority to interpret the provision that prevails, to give maximum effect to the overall policies and purposes of the Springfield Comprehensive Plan.

Some neighborhood refinement plans, created decades ago, have not been fully updated to incorporate changes made through adoption of more recent plans. For example, adoption of Springfield's Transportation System Plan resulted in changes to the functional classification of some streets which were not incorporated into the Neighborhood Refinement Plans. In such cases, the more recently adopted plan generally prevails.

## **PLANNING PROCESS**

Springfield began land use planning activities in 1968 with the development of the 1990 Plan, a metropolitan-wide long-range plan. Springfield grew rapidly between 1968 and 1982. During that time, Springfield conducted planning studies and continued participating in Metropolitan-level planning work in response to the 1975 adoption of Oregon's Statewide Planning Goals and Guidelines. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) was developed by Springfield, Eugene, and Lane County to replace the 1990 Plan, and was acknowledged by the Land Conservation and Development Commission (LCDC) in 1982 for compliance with the Statewide Goals and Guidelines.

The Metro Plan was most recently updated in 1987, and it continues to undergo periodic review and updates to ensure that it reflects changing circumstances in the metropolitan area, and to ensure continued compliance with LCDC goals. (E.g., in 1990-91 the Natural Resources Special Study and the Industrial Lands Special Study were developed as updates to the Metro Plan.) The Metro Plan Update process, which was initiated in 1986, provides an overall review of the Metro Plan, including its findings, research, data, assumptions, and projections. The update process provides the mechanism for "re-evaluating and possibly changing or modifying basic concepts, goals, and policies." (Metro Plan, p. IV-5) As a result of the 1986-87 Update Process, the Metro Plan was amended and republished in 1987.

The refinement planning process is provided by the Metro Plan as a means to address the special needs of specific geographical areas and/or special purpose or functional elements, "as determined appropriate by each governing body" (Metro Plan, p. IV-5). Springfield began its refinement planning program in the early 1980's, and had adopted neighborhood refinement plans covering several geographically defined areas throughout the City. The Gateway Refinement Plan is the first Springfield refinement plan that included land outside the City limits.

Lane County and the City of Springfield entered into an urban transition agreement in 1986, which transferred planning and building jurisdiction in the urbanizable area to the City. Under this agreement, the City is responsible to plan for the future land use, facilities, and transportation needs of the area, based on the goals, policies, and projections of the metro plan. Lane County, however, must jointly adopt land use planning regulations that are to be applied in the urbanizable area. Adoption of this Refinement Plan was therefore contingent on approval by the elected officials of Lane County as well as the City of Springfield. This Refinement Plan also was reviewed by the City of Eugene. Metro Plan Diagram amendments, as well as amendments to the TransPlan and the Public Facilities Plan, proposed in association with this Refinement Plan, were adopted by all three jurisdictions.

## RESIDENTIAL ELEMENT

### INTRODUCTION

The Residential Element of the Gateway Refinement Plan addresses lands within the Refinement Plan area that are residentially designated ~~on the Metro Plan Diagram~~. It also addresses conditions that may warrant changes in ~~Metro Plan~~ designations to reflect more appropriate uses ~~(consistent with Metro Plan text)~~, or to acknowledge well-established, compatible residential uses consistent with the goals and policies of applicable comprehensive plans, which meet the goals and policies of the Metro Plan, and which would otherwise be considered non-conforming. The purpose of this Element is to provide site-specific application of ~~adopted Metro Plan~~ residential land use plan designations, to resolve plan/zone conflicts, and to resolve land use conflicts as they relate to the livability of residential neighborhoods. This Element also is intended to implement the Metro Plan's "Residential Land Use and Housing Element" policies by providing policies to guide development of the remaining vacant residential land in the Refinement Plan area.

Three residential land use plan designations are established on the Refinement Plan Diagram, i.e., Low Density Residential (LDR), Medium Density Residential (MDR), and High Density Residential (HDR). An overview and analysis of residentially-designated areas, an assessment of relevant land use issues, and the designation criteria used to assess the appropriateness of residential designations in potential conflict areas are included in the Residential Element of the GRP Technical Supplement. Findings, which support the residential policies, also are included in the Residential Element of the GRP Technical Supplement, and are divided into four sub-areas; 1) South Harlow Sub-areas; 2) Gateway Multi-Family Sub-areas; 3) Game Farm Single-Family Sub-areas; and 4) McKenzie-Gateway MDR Sub-areas. (See the "Residential Sub-areas" Map on page 18.)

### GOALS

1. Provide for a diversity of sound, affordable housing in the Refinement Plan area.
2. Ensure availability of adequate supplies of land appropriate for low-medium-, and high-density residential development, while allowing for an appropriate mix of commercial, employment, and residential uses. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
3. Achieve the gross densities allowed in the Metro-Springfield Comprehensive Plan for LDR (up to 10 du/gross acre), MDR (11-20 du/gross acre), and HDR (21-30 du/gross acre). Encourage optimization of densities, reducing the amount of underdeveloped land within the three categories in order to achieve the Metro Plan's overall target density (for all residential development in urbanized areas) of 6 du/acre.
4. Minimize potential conflicts between LDR, MDR and HDR uses, and between residential and other less intensive land uses.
5. Maintain and enhance the livability of Refinement Plan area neighborhoods.
6. Minimize adverse environmental impacts of residential development. Integrate identical natural assets into residential development planning to the maximum extent practicable.
7. Minimize the adverse impacts of public facilities on residential neighborhoods.
8. Ensure efficient and safe transportation systems in and around residential areas. Promote walking and bicycling as alternative modes of travel by providing pathway connections between residential areas and other important destinations.

9. Work on an incentive-based approach for acquisition or use of areas to be dedicated for recreational pathways and other public amenities.

### POLICIES AND IMPLEMENTATION ACTIONS

- 1.0 The City shall, through site plan review, home and neighborhood improvement programs, and/or other related programs, actively participate in efforts to maintain and enhance existing residential neighborhoods and attract compatible multi-family developments that would enhance the Gateway Refinement Plan area.
- 2.0 The City shall provide continued support for the Substantial Home, Rental Rehabilitation, and Emergency Minor Home Repair Programs, using Community Development Block Grant funds and/or other sources.
- 3.0 Mitigate negative impacts on the Beverly Park and Ken Ray subdivisions from the freeway traffic on I-5.
  - 3.1 Work with the appropriate agencies to establish a buffer planting of trees and shrubs in the open area between I-5 and the Beverly Park and Ken Ray Park subdivisions.
- 4.0 Identify potential wetlands in the Clear Vue neighborhood, and improve pedestrian access to Guy Lee Park and School.
  - 4.1 Require a wetlands assessment and delineation of Assessor's map 17-03-27-12, Tax Lot 4000, east of the Guy Lee Ash Forest, prior to granting development approval. Work with the property-owner, Willamalane and School District 19 to investigate the feasibility of including wetlands or potential wetlands in the demonstration wetland restoration project proposed in Policy 6.2 of the Natural Assets, Open Space/Scenic Areas, and Recreation Element.
  - 4.2 Through the site plan review, partition, and subdivision processes, require easements as needed to establish pedestrian connections from the Lindale multi-family residential area to the east, through Clear Vue Lane neighborhood, to Guy Lee Park and School, especially along SCS Channel 6.
- 5.0 Resolve the existing plan/zone conflict at the Shady View PUD (see GRP Tech. Supp., Residential Element, Map 3, Area 5).
  - 5.1 Rezone the Shady View PUD from MDR to LDR, consistent with the existing ~~Metro-pPlan~~ designation.
  - 5.2 Existing and future developments on Assessor's map 17-03-27-12, lot #'s 1100, 1200, 1300, and 1400, in the Shady View PUD, shall not be considered non-conforming uses in terms of minimum lot size or maximum density requirements.
- 6.0 Resolve the existing plan/zone conflicts at the Lindale Street Multi-family Residential Area (see GRP Tech. Supp., Residential Element Map 3, Area 6).
- 7.0 Recognize the suitability of Assessor's map 17-03-27-12, tax lot #500 (Sampson property; GRP Tech. Supp., Residential Element Map 3, Area 7) for HDR development.
  - 7.1 Redesignate and rezone Assessor's Map 17-03-27-12, tax lot #500 to HDR.
- 8.0 Resolve the existing plan/zone conflict at the southwest quadrant of the Game Farm/Harlow intersection.
  - 8.1 Rezone Assessor's map 17-03-22-44, tax lot #7200 from HDR to MDR, consistent with its ~~existing Metro-pPlan~~ Designation.



- 9.0 Recognize the suitability of GO zoning at the McKenzie-Willamette site, and at the adjacent Evans and Dilts properties (see GRP Tech. Supp., Residential Element Map 3, Areas 9, and 10), while mitigating negative impacts on the neighboring uses from future GO development.
- 9.1 Consistent with applicable goals and policies of the Metro Plan and of this Refinement Plan, and with the intent of the GO District, GO zoning at the MDR-designated McKenzie-Willamette site, and at the Evans and Dilts properties, shall not be considered a plan/zone conflict.
  - 9.2 Redesignate the Evans and Dilts properties (Assessor's map 17-03-27-22, tax lot #'s 300 and 200) from LDR to MDR.
  - 9.3 Rezone the Evans and Dilts properties from LDR to GO. These two properties shall be exempt from the 1-acre minimum development area standard established in the SDC for the GO District.
  - 9.4 Through the site plan review process, require a landscaped front yard setback of 10 feet at the McKenzie-Willamette site. Encourage the special treatment of the Harlow Road frontage to enhance the visual quality of this entry to the City.
  - 9.5 Through the site plan review process, require a 15-foot landscaped setback from GO-zoned sites property lines adjacent to residential areas to the south. Pay special attention to the need to buffer the adjacent residential area from potential negative impacts from the proposed medical services center.
  - 9.6 Require a development Area Plan (DAP) for the entire McKenzie-Willamette site prior to development approval for any portion.
  - 9.7 Coordinate with McKenzie-Willamette Hospital, as well as with Guy Lee School, School District 19, the Guy Lee PTA, and affected property owners, when planning for the placement and construction of the possible future pedestrian overpass at Guy Lee School.
  - 9.8 Through the site plan review process, require a detailed traffic impact study in connection with future GO development, with special attention to potential traffic impacts at the Guy Lee School crossing at the Harlow/Hartman intersection.
  - 9.9 Through the site plan review process, pay close attention to visibility of the Harlow Road/Hartman Lane intersection to maximize safety at the Guy Lee School crossing.
- 10.0 Improve access to the Granada Subdivision and to the undeveloped MDR-designated land between Harlow Road and Oakdale Street, while addressing concerns regarding pedestrian safety at the Harlow/Hartman school crossing. (See GRP Tech. Supp., Residential Element Map 4.)
- 10.1 Through the site plan review, partition, and subdivision processes, consider the need for requiring improvement agreements and dedication of rights-of-way to provide access to the development area and adjacent Granada Subdivision.
  - 10.2 Require traffic impact studies in connection with development planning for the McKenzie-Willamette site and the undeveloped MDR-designated land between Harlow and Oakdale. These studies shall address concerns regarding pedestrian safety at the Harlow-Hartman school crossing.
- 11.0 Recognize that the vacant 5-acre site (the northerly 5 acres of Assessor's map 17-03-22, tax lot #2600) on Pheasant Boulevard, north of Harlow Road, has limited capability for development at HDR densities and that it is more suitable for MDR development. Protect LDR uses to the north from potential negative impacts resulting from such MDR development. (See GRP Tech. Supp., Residential Element Map 4, area 2.)
- 11.1 Redesignate and rezone the northerly 5-acres of Assessor's map 17-03-22, tax lot #2600 from HDR to MDR.

- 11.2 Through the site plan review process, require improvements agreements and dedication of right-of-way for the Oakdale extension, in a manner consistent with the policies of the Transportation Element of this Refinement Plan, prior to development approval.
- 11.3 Through the site plan review process, pay special attention to buffering the adjacent LDR uses from potential negative impacts and to protecting their solar access, as well as to minimizing land use conflicts between proposed MDR development and existing or future CC development to the south.
- 12.0 Allow rezoning of land within the “McKenzie-Gateway MDR site” to Medical Services (“MS”) on land designated Community Commercial or Mixed Use ~~on the Metro Plan diagram~~, and rezoning to Mixed Use Commercial (“MUC”) on land designated Mixed Use ~~on the Metro Plan diagram~~ as implemented during Master Plan and/or during the City’s nodal implementation project. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
- 12.1 Redesignation of a total of 99 acres land within the city limits at the McKenzie/Gateway MDR site to Community Commercial and/or Mixed Use through the Metro Plan amendment process shall be allowed and shall be implemented by application of Mixed Use Commercial (“MUC”) or Medical Services (“MS”) zoning district through the Master Plan approval and/or during the City’s nodal implementation project. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
- 12.2 Rezoning to NC shall be allowed for the following historic houses, and up to .3 acre of the associated property (these re-zonings shall be exempt from the 3-acre maximum area specified in policy 12.1): Stowbridge House, 203 Deadmond Ferry Road, (c. 1930); Conley Farm House, 3345 Game Farm Road (c. 1920) un-named house at 273 Deadmond Ferry Road (c. 1925). The following provisions shall apply:
- a) Re-zoning of these properties shall occur automatically upon approval (under Type II procedure) of a site plan for the properties listed in 12.2.
  - b) City landmark status shall be applied, in all cases, in conjunction with rezoning of the properties identified in 12.2, and future expansion or remodeling shall comply with all provisions of SDC Article 30 [now Section 3.3.900].
  - c) Development Area Plan requirements are waived for approved NC uses in historic structures.
- 12.3 Rezoning of the properties specified above shall not preclude maintenance of a residence at the site (i.e., a residential use shall not be considered non-conforming with NC zoning applied at any of the historic resource sites).
- 12.4 In addition to all applicable standards and provisions regulating development in Springfield, any development adjacent to the McKenzie River or McKenzie River riparian setback shall provide public access to the McKenzie River or McKenzie River riparian setback. Surface parking areas shall not be visible from the McKenzie River corridor and shall be screened from public streets. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
- 12.5 MU districts within the McKenzie-Gateway MDR Site shall meet the provisions of SDC Article 40 [now Section 3.2.600]. (Text amended by Ordinance No. 6109, adopted January 10, 2005.)
- 12.6 Within the city limits at the McKenzie-Gateway MDR Subarea, the Medical Services (“MS”) zoning district shall implement the Community Commercial designation if part of an approved Master Plan for development of a major medical facility. The adopted Master Plan shall demonstrate that the subject property will be able to accommodate the number of housing units within the range for the MDR land use designation in the Metro Plan and Gateway Refinement Plan. In addition to meeting the standards of the SDC, at the time of Master Plan approval, the

## COMMERCIAL ELEMENT

### INTRODUCTION

The Commercial Element of the Gateway Refinement Plan addresses lands within the Refinement Plan area that are commercially designated ~~on the Metro Plan Diagram~~. It also addresses conditions that may warrant changes in ~~Metro Plan~~ designations ~~(or application of compatible Refinement Plan designations)~~ to reflect more appropriate uses ~~(consistent with Metro Plan text)~~, or to acknowledge well-established, compatible commercial uses, which meet the goals and policies of ~~applicable comprehensive plan~~~~the Metro Plan~~, and which would otherwise be considered non-conforming. The purpose of this Element is to provide site-specific applications of adopted ~~Metro Plan~~ commercial ~~land-use plan~~ designations, to resolve plan/zone conflicts, and to resolve identified land use conflicts and neighborhood compatibility issues.

Three types of commercial ~~land-use plan~~ designations are established on the Refinement Plan Diagram, i.e., Community Commercial (CC), Neighborhood Commercial (NC), and General Office (GO). The “Commercial Areas” Map on page 23 shows the primary commercial areas within the Refinement Plan area. An overview and analysis of commercially-designated areas, an assessment of relevant land use issues, and the designation criteria used to assess the appropriateness of commercial designations in potential conflicts areas are included in the Commercial Element of the GRP Technical Supplement. Findings, which support the commercial policies, also are included in the Commercial Elements of the GRP Technical Supplement.

### GOALS

1. Improve the appearance and vitality of all commercial activities in the Gateway Refinement Plan area, especially those that promote regional economic development and provide everyday neighborhood services.
2. Minimize potential conflicts between residential and commercial development.
3. Ensure availability of an adequate supply of land appropriate for commercial development.

### POLICIES AND IMPLEMENTATION ACTIONS

- 1.0 Provide for appropriate buffering between commercial and adjacent residential uses.
  - 1.1 Give particular attention, during the site plan review process, to minimizing lighting, noise, and visual impacts from commercial development on adjacent residential areas.
- 2.0 Improve the appearance of the freeway commercial area around the intersection of Gateway Street and Belt Line Road.
  - 2.1 As part of the site plan review process for development, require all landscaped areas to be at least 75 percent covered with living plant materials within 3 years of the date of installation.
  - 2.2 Through the site plan review process requires 7.5% of the interior of parking lots visible from arterials and collectors to be landscaped. Require vegetative screening of parking lots. Allow such vegetative screens to include shrubs to 3 ½' high, except in vision clearance areas.
  - 2.3 Require properties developing along the potential access routes to the McKenzie-Gateway Special Light Industrial site to provide planter strip and front yard landscaping designed to enhance the site's entryway. Examples could include additional street trees and landscaped areas.

## INDUSTRIAL ELEMENT

### INTRODUCTION

The Industrial Element of the Gateway Refinement Plan addresses lands within the Refinement Plan area that currently have industrial ~~Metro p~~Plan designations, and lands that may warrant re-designation in order to reflect a more appropriate use, or to acknowledge a pre-existing, well-established, compatible use that would otherwise be considered non-conforming. The purpose of this Element is to provide site-specific application of ~~adopted Metro Plan~~ industrial ~~land useplan~~ designations, to resolve plan/zone conflicts, and to resolve identified land use conflicts and neighborhood compatibility issues.

Two industrial ~~land useplan~~ designations are established on the Refinement Plan Diagram, i.e., Special Light Industrial (SLI), and Light-Medium Industrial (LMI). The Refinement Plan Diagram also indicates a “mixed-use asterisk” for a portion of the LMI-designated area, which allows for limited development of commercial uses. An overview and analysis of industrially-designated areas, an assessment of relevant land use issues, and the designation criteria used to assess the appropriateness of industrial designations in potential conflicts areas are included in the Industrial Element of the GRP Technical Supplement. Findings, which support the industrial policies, also are included in the Industrial Element of the GRP Technical Supplement, and are divided into three sub-areas: 1) Shelley Street Sub-area; 2) “Q”/Laura Street Mixed-Use Sub-areas; and 3) the McKenzie-Gateway SLI Site. (See the “Industrial Areas” Map on page 30.)

### GOALS

1. Enhance the appearance and economic viability of the Shelley Street and the “Q”/Laura Street Sub-areas.
2. Minimize environmental impacts associated with industrial development in the Refinement Plan area.
3. Minimize potential conflicts between industrial and commercial development in the Shelley Street and “Q”/Laura Street Sub-areas and the neighboring residential developments to the north, and between the commercial and industrial developments within the “Q”/Laura Street Sub-areas.
4. Minimize uncertainty in the development process, as it applies to the “Q”/Laura Sub-area.
5. Recognize the existing mix of commercial and industrial uses in the “Q”/Laura Street Sub-areas, and the suitability of this area for a limited amount of CC uses, while preserving its suitability for its primary (industrial) purpose.
6. Encourage infill development in the Shelly Street and “Q”/Laura Street Sub-areas, consistent with Metro Plan policy guidance.
7. Ensure the suitability and desirability of the McKenzie-Gateway SLI Site for its primary intended (Special Light Industrial) use in a way that is consistent with the campus-industrial park concept.
8. Ensure the orderly and efficient development of the McKenzie-Gateway SLI Site.
9. Ensure the economic viability and attractiveness of the McKenzie-Gateway SLI Site development.
10. Minimize the potential for conflict between McKenzie-Gateway SLI Site development and other neighboring land uses, including existing on-site residential and agricultural uses.
11. Minimize impacts of McKenzie-Gateway SLI Site development on scenic, environmental and cultural resources.

- 5.2 The City shall, no later than six months following the adoption of this Refinement Plan, amend the SDC to include a Mixed-Use LMI/CC zoning District, with development standards and approval criteria designed to address compatibility and traffic issues.
- 5.3 When the SDC has been amended to include the MU LMI/CC zoning District, all properties in the "Q"/Laura Street Sub-area will be rezoned MU LMI/CC.
- 5.4 CC uses not specifically listed in SDC Article 20 [now Section 3.2.400] as permitted in the LMI District shall be allowed on a maximum of 40% (14 acres) of the "Q"/Laura Mixed-Use Sub-area.
- 5.5 In the interim (until items 5.2 and 5.3 above have been implemented) all uses permitted in the LMI Zoning District, Article 20 of the SDC [now Section 3.2.400], shall be permitted in the "Q"/Laura Mixed-Use Sub-area, as follows:
- a) Such uses shall comply with the provisions of SDC Article 20 (LMI, HI, and SHI Industrial Zoning Districts) [now Section 3.2.400]; and
  - b) Such uses shall be zoned LMI.
- 5.6 In the interim (until item 5.2 and 5.3 above have been implemented), CC uses not specifically listed in SDC Article 20 [now Section 3.2.400] as permitted in the LMI District shall be permitted in the "Q"/Laura Mixed-Use Sub-area, under LMI zoning, as follows:
- a) Such CC uses shall be permitted on a maximum of 40% (14 acres) of the "Q"/Laura Mixed-Use Sub-area;
  - b) Such CC uses shall not be permitted unless traffic and compatibility issues can be resolved in the site plan review process. Traffic impact studies may be required; and
  - c) Such CC uses shall comply with CC parking, screening, setback, and other development standards contained in SDC Article 18, Commercial Zoning Districts [now Section 3.2.300].
- 6.0 Eliminate plan/zone conflicts in the "Q"/Laura Street Sub-area.
- 6.1 Rezone the King Arthur subdivision to LMI and designate it as MU-LMI/CC on the Refinement Plan Diagram.
- 6.2 Designate the KORE site (Assessor's Map 17-03-27-10 tax lot #' 4200 and Assessor's Map 17-02-17-13 tax lot # 10900) MU-LMI/CC on the Refinement Plan Diagram.
- 7.0 Ensure that McKenzie-Gateway SLI Site development achieves a high level of aesthetics and amenity, consistent ~~with the intent of the Metro Plan SLI designation and~~ with the "campus industrial" concept.
- 7.1 Through the conceptual development plan and site plan review processes, encourage an integrated system of useable shared open spaces and recreational trails linking development areas to each other and to the river.
- 7.2 Through site conceptual development plan and site plan review processes, encourage the separation of bicycle and pedestrian paths from roadways wherever possible.
- 7.3 Through the conceptual development plan and site plan review processes, encourage the provision of on-site passive and active recreational facilities.
- 7.4 Through the conceptual development plan and site plan review processes, encourage the use of site design techniques to emphasize the site's main access points; for example, additional setbacks, additional landscaping designed to accentuate the entry, and monument signage identifying the site.
- 7.5 Encourage conceptual development plans to include recommendations or requirements for unified planting themes and streetscapes along the internal collector system.
- 8.0 Provide for an efficient and flexible transportation system for the McKenzie-Gateway SLI Site.

- (a) Water-side protection (policy #2a)
  - (b) Public access (policy #4)
  - (c) Clean-up, restoration and education (policy #5)
  - (d) Stormwater planning (policy #6)
- 5.0 Willamalane shall continue to provide adequate parks and recreational facilities in the Refinement Plan area, which are sensitive to natural assets and scenic values, and are of appropriate size and type for their surrounding environments.
- 5.1 Willamalane shall work to improve the function and design of, and access to, Gamebird and Guy Lee parks, and upgrade outdated and aging park facilities. Evaluation of the needs and timelines for improvement projects at these parks shall be included in Willamalane's facilities planning process.
- 5.2 In neighborhood and school parks (such as Gamebird and Guy Lee), Willamalane shall provide opportunities for both active and passive recreation, including picnic areas, playgrounds, multi-use turf areas, and unorganized sports facilities.
- 5.3 Where natural resource values are present in Willamalane parks, the District shall provide passive recreation opportunities, such as trails, observation platforms, boardwalks, and educational/interpretive facilities, in a manner consistent with the applicable adopted natural resources policies. These facilities shall be approved under the site plan review process.
- 5.4 If natural assets in Willamalane parks/facilities have been disturbed, Willamalane shall initiate reclamation and management plans.
- 5.5 Willamalane shall evaluate impacts of the sports facility orientation of Guy Lee Park, and explore options for modifying and improving the park to be more compatible with the neighborhood.
- 5.6 Willamalane shall work with School District 19 to explore the possibility of joint school/park development with the School District-owned parcel to the South of Gamebird Park.
- 5.7 Willamalane shall consider acquisition of, and improvements to, Deadmond Ferry Landing in its facility planning process, in order to increase its functionality and improve its ability to serve public recreation needs.
- 5.8 Every effort should be made to provide incentives for achieving high quality design in future projects. Examples of such incentives include offering tax concessions, density transfers, or other bonuses as credits for setting aside and constructing pathways and greenways, natural storm water management facilities, and other efforts to provide public amenities and sound land use practices.
- 6.0 Maintain and enhance the natural resource, recreational, and educational values associated with the Guy Lee Ash copse and the adjacent SCS Channel #6.
- 6.1 Redesignate the publicly-owned land adjacent to SCS Channel #6 from Low Density Residential to Parks and Open Space.<sup>1</sup>
- 6.2 The City shall encourage and support Willamalane and School District 19 in their efforts to develop a demonstration wetland restoration/education project at the Guy Lee Ash copse (NRSS site S14)
- 6.3 The following policies shall be applied to the Guy Lee Ash copse (NRSS site S14) as recommended in the NRSS (see GRP Tech. Supp., Appendix C):
- (a) Watershed protection (policy #2a)
  - (b) Low impact recreation access (policy #4a)

<sup>1</sup> Ordinance XXXX changed the name of the plan designation from Parks and Open Space to Public Land and Open Space.

# *GLENWOOD*



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# *REFINEMENT PLAN*

November 1999

**Design Recommendations** are suggestions for public and private actions that would result in better urban design in Glenwood.

**Plan Implementation** lists priorities for actions that will implement the plan. These implementation priorities are recognized by the elected officials as the most important actions to consider in carrying out the intent of the plan. This section also describes the plan amendment processes.

The Glenwood Refinement Plan also includes an Appendix dated April 1989 printed under separate cover. The Appendix contains background material used in developing the plan, including materials from both issues sessions; history of zoning and annexation; Bancroft and assessment practices; and detailed information on the planning team's discussions on the vacation of 21st Avenue in the Phase I area.

## VI. PLAN RELATIONSHIPS TO OTHER PLANS AND POLICIES

~~The Glenwood Refinement Plan is a refinement of the Eugene-Springfield Metropolitan Area General Plan, adopted in 1982. This plan is the guiding document for public decisions affecting the metropolitan area. Refinement plans must be consistent with the direction established by the Metropolitan Plan. Any inconsistencies are addressed through amendments to the Metropolitan Plan at the time of the refinement plan adoption.~~

### COMPREHENSIVE PLANS

~~The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range comprehensive plan that establishes the broad policy framework upon which Springfield, Eugene, and Lane County make coordinated land use decisions within the Eugene-Springfield Metropolitan planning area. In 2011, Springfield began to create its own Comprehensive Plan, which started with a Metro Plan amendment to establish a Springfield urban growth boundary and adopt a city-specific residential element (chapter). The City has since added more elements to the Springfield Comprehensive Plan. 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 urban growth boundary. Together, the Metro Plan and Springfield Comprehensive Plan serve as Springfield's applicable comprehensive plans.~~

~~Metro Plan Chapter I explains the relationship between its broad policy framework, city-specific comprehensive plans, and refinement plans. Some Springfield Comprehensive Plan elements explicitly supplant the relevant portion of the Metro Plan while others supplement the Metro Plan. For information about how the different elements of the Metro Plan apply to Springfield, see the Preface of the Springfield Comprehensive Plan.~~

~~The City and Lane County co-adopted a Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replace the text in the Metro Plan Diagram Chapter II-G and remove the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary. These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 (Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07). The Springfield Comprehensive Plan Map includes the plan designations from adopted Neighborhood Refinement Plan Diagrams. An updated Refinement Plan Diagram reflecting amendments since the Refinement Plan's original adoption and some minor plan designation name changes is included prior to the Table of Contents in this document. The original Refinement Plan Diagram is retained on page 20 for historical reference.~~



**NEIGHBORHOOD REFINEMENT PLANS**

Neighborhood refinement plans often have more specific policies than those in the comprehensive plans due to more detailed analysis of neighborhood needs and aspirations. In these cases, the more specific or restrictive policies typically prevail. In the case of an actual conflict between plan policies, the Springfield City Council has the authority to interpret the provision that prevails, to give maximum effect to the overall policies and purposes of the Springfield Comprehensive Plan.

Some neighborhood refinement plans, created decades ago, have not been fully updated to incorporate changes made through adoption of more recent plans. For example, adoption of Springfield's Transportation System Plan resulted in changes to the functional classification of some streets which were not incorporated into the Neighborhood Refinement Plans. In such cases, the more recently adopted plan generally prevails.

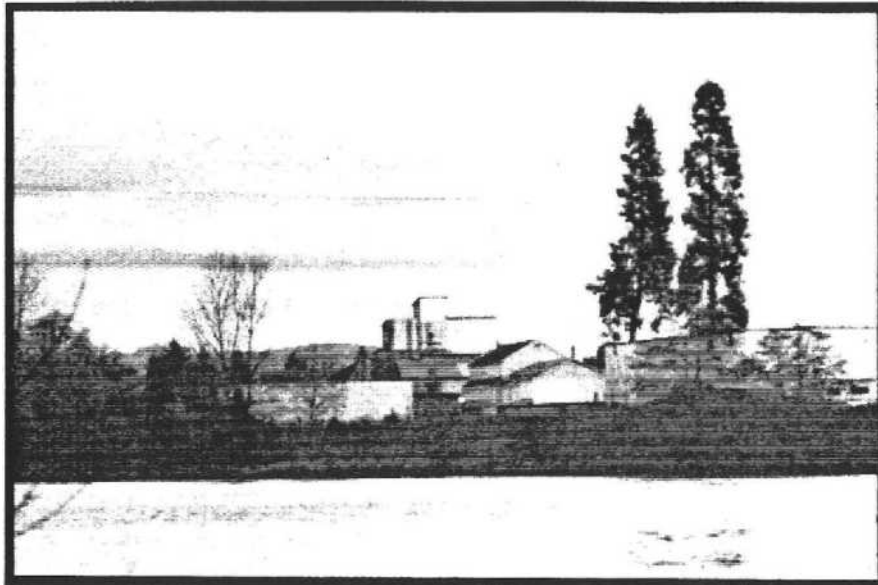
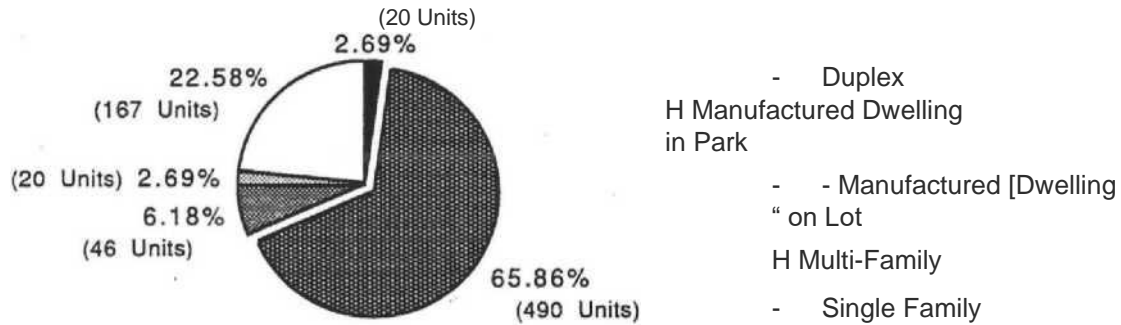


Figure 3

**Number of Residential Units by Structure Type**



2/87  
Source: Lane Council of Governments

There are 167 single-family residences in Glenwood. Of these, 42 percent are owner-occupied. Eugene’s windshield survey conducted to determine general housing quality *has* indicated that a majority (62 percent) of the residential structures in Glenwood are in need of major repair.

**C. Industrial and Commercial Land Use**

Over the past 30 years, industrial development has gradually become the single most predominant form of development (14 percent) in Glenwood. In line with this industrial orientation, a majority of Glenwood's total acreage (59 percent) and of Glenwood's vacant acreage (65 percent) is designated ~~in the Metropolitan Plan~~ for light-medium industrial use. Industrial park sites and freestanding industrial sites are available for development as well. A majority of the land (68 percent) in Glenwood is also zoned for industrial use.

On the other hand, there is very little land developed (six percent), designated (eight percent), or zoned (two percent) for retail commercial uses. These commercial uses are located mostly along Franklin Boulevard.

About 116 acres of industrially zoned land in Glenwood is vacant. Of this total, a majority of these parcels are five acres or less in size (There are 73 acres in 67 parcels). Conversely, there are 43 acres in five parcels that are six acres or larger (See Figure 4 Page 13, Industrially Zoned Undeveloped Area). These figures indicate that most of the industrial land in Glenwood is best suited for small to mid-size industrial uses.

1. **This subarea shall be considered appropriate for low-density residential use.**
2. **The City shall act to maintain the viability of existing residential development, including single-family homes and manufactured dwellings.**
  - 2.1 Adopt methods to allow for the replacement of existing manufactured dwellings or placement of new manufactured dwellings on vacant lots.
  - 2.2 Adopt methods to allow small-scale manufactured dwelling parks (3-10 manufactured dwellings) to remain.
3. **Where appropriate, the City shall allow continuation of existing nonconforming uses established under earlier Lane County zoning.**
  - 3.1 Recognize the granola-making business on the southwest corner Concord and 15th Avenue as a non-conforming use.
  - 3.2 Consider amending Article 5, the Springfield Development Code regulations pertaining to pre-existing non-conforming use status and Articles 18 and 20, Commercial and Industrial zoning districts.
4. **The City shall support residential zoning that allows farm animals for non-commercial purposes.**
  - 4.1 Retain LDR zoning upon annexation to the City.

**SUBAREA 2. SOUTH 17TH AVENUE TRANSITIONAL AREA** (Refer to the Plan diagram on Page 20)

The South 17th Avenue Transitional area is a small residentially developed area consisting of 19 tax lots in nine acres. The area is developed with 17 houses, two manufactured dwellings, and a logging supply business. Lane County originally zoned this area for, industrial use in 1955. In 1982, Lane County changed the zoning to RA Suburban Residential to conform to the existing residential land use in the area. ~~This area is e Metropolitan Plan-designateds this area for light-medium industrial use.~~

The area is currently bordered by industrial zoning on the south, west, and north sides and partially on the east side. Most of the industrially zoned land is vacant, at this time.

**POLICIES**

1. **This subarea shall be considered appropriate for eventual light-medium industrial use.**
2. **The City shall allow for a gradual transition from residential to future industrial use.**
  - 2.1 Retain existing low-density residential zoning until individual property owner's request a change to light-medium industrial zoning.

Glenwood Boulevard is classified as an arterial street. It extends from Franklin Boulevard to 1-5 with access to and from the freeway. A drainage slough forms the southern boundary of this subarea. The slough is identified as a potentially regulated wetland area in a metropolitan-level review of wetlands.

The primary land use pattern for this area should remain industrial in the future to accommodate light manufacturing and/or distribution activities. The central location of this subarea in the metropolitan area and the access to Franklin Boulevard and 1-5 via Glenwood Boulevard make this location particularly well suited for distribution facilities.

While the primary designation for this area should be industrial, there are certain characteristics peculiar to the area that indicate other options could also be appropriate. Development of LTD'S facilities may ultimately generate some local demand for supporting commercial development. The subarea's central location and access factors may also make the area attractive for an independent retailer, such as a discount store. The intent here would be to accommodate a single user or single development site that requires a relatively large land area, and to avoid the creation of additional strip commercial through development of a multiplicity of small, independent uses.

The subarea is designated ~~in the Metropolitan Plan~~ for light-medium industrial use.

## **POLICIES**

### **1. This subarea shall be considered appropriate for:**

- mixed-use for the northwest, southwest, and southeast corners of Glenwood Boulevard and 17th Avenue.
- light-medium industrial for the rest of the subarea.

### **2. The City shall allow for the possibility of a locally oriented commercial site to serve the developing needs of the area.**

- 2.1 Permit rezoning of the approximately three acres in the southeastern quadrant of the intersection to a Neighborhood Commercial district or other commercial district that would provide for locally oriented uses.

### **3. The City shall allow for the possibility of a large single commercial use or development site, such as a discount store.**

- 3.1 Permit rezoning of a development site at the southwestern or northwestern corner of the intersection to the Community Commercial district, provided the entire ownership as it exists on the date of the refinement plan's adoption is included. Any tract rezoned to a commercial district under this provision should not be approved for further land division.

## **SUBAREA 4. GLENWOOD INDUSTRIAL AREA** (Refer to the Plan diagram on Page 20)

The Glenwood Industrial Area encompasses a large portion of Glenwood. It includes all portions of Glenwood not within a specific subarea. The major portion of this subarea is in the interior of Glenwood. Much of this area is vacant or underdeveloped and the rest of the area is developed

with a variety of industrial uses. The area includes such major industrial uses as P. W. Pipe Company, United Parcel Service, and the Lane County Central Receiving Station for solid waste.

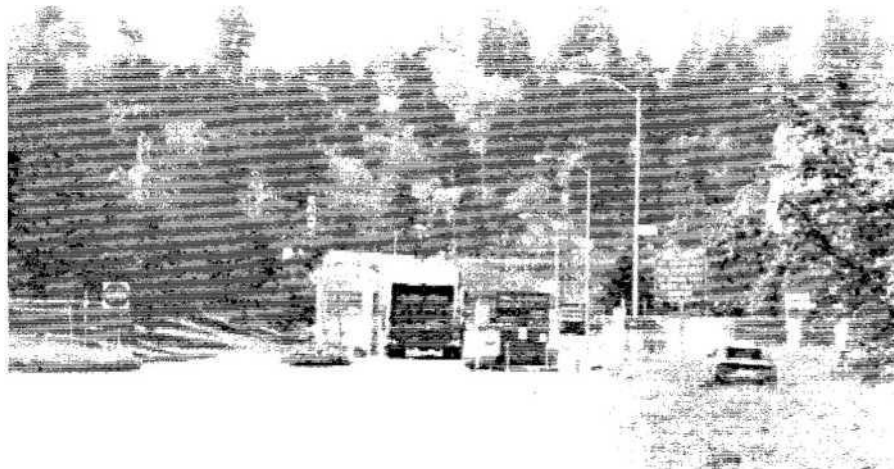
The majority of the area was zoned M-2 Light Industrial by Lane County in 1955 with scattered parcels zoned M-1 Limited Industrial at the same time. The area is still zoned for light-medium industrial use. The most westerly portion of this area is already within the City.

In 1976 Lane County constructed a solid-waste facility in Glenwood. The Central Receiving Station is a transfer site for solid waste from the metropolitan area. Solid waste is received and deposited in the facility's pit where it is compacted and then trucked to the Short Mountain landfill. The site also has a recycling station and a composting project for yard waste. Because of the nature of the activity, the facility does affect surrounding areas in Glenwood. These impacts range from litter generated by uncovered loads traveling through Glenwood to odors from the pit itself.

This ~~Subarea e Metropolitan Plan is~~ designates ~~this Subarea~~ for light-medium industrial use.

## POLICIES

1. **This subarea shall be considered appropriate for light\*medium industrial use.**
2. **The City shall protect nearby residential development from the impact of industrial expansion.**
  - 2.1 Use the Industrial Site Development Guidelines as criteria in reviewing development proposals through the site plan review process.
3. **The City shall consult with Lane County to reduce litter and odors from the solid waste facility.**



## SUBAREA 5. GLENWOOD OPEN SPACE (Refer to the Plan diagram on Page 20)

This Subarea includes two separate geographic areas: 1) the Laurel Hill Cemetery on Judkins Road; and 2) the area between I-5 and the railroad tracks in southeast Glenwood. Both areas are ~~presently~~ designated for publicarks land and open space ~~in the Metropolitan Plan~~.

The southeast Glenwood area is currently undeveloped and has steep terrain. It is an area that

regulations to take into account when reviewing development proposals within the Greenway. Springfield has established a Greenway Setback Line along the Willamette River, both within the city limits and the City's urban transition area. The City will establish a Glenwood Greenway Setback Line within one year of the adoption of this plan. The Willamette River Site Development Guidelines beginning on Page 37 shall continue to apply until the Glenwood Greenway Setback Line is established.

Because of the breadth and diversity of land uses and character of the corridor, this subarea is broken into five smaller subareas: River Industrial, Franklin Commercial-Industrial Strip, River Opportunity Area, McVay Mixed-Use Area, and South McVay Industrial. These subareas are discussed below and have policies and implementation strategies specific to them.

#### **SUBAREA 6. RIVER INDUSTRIAL** (Refer to the Plan diagram on Page 20)

The River Industrial area includes all parcels between Franklin Boulevard and the Willamette River from the I-5 bridge to the Jay Oldham storage yard. It also includes the first seven parcels on the south side of Franklin Boulevard ending just west of Brooks Auto Parts.

The parcels on the north side of Franklin Boulevard have historically been used for major industrial uses and the area is still predominantly industrial with such large well-established uses as Myrmo's and Willamette Graystone. There are also smaller, more commercially oriented uses on parcels fronting Franklin Boulevard such as car dealerships and pawn shops.

The majority of the parcels on the south side of Franklin Boulevard are vacant and under one ownership. One parcel has two houses. All of these parcels back up to the Lane County Solid Waste Facility on the south.

Because these parcels are vacant and have frontage on Franklin Boulevard, the site may also be desirable for commercial use. The intent here would be to accommodate a single large user rather than a proliferation of smaller commercial uses so that strip commercial would not be extended on Franklin Boulevard.

The River Industrial area is designated for light-medium industrial use ~~in the Metropolitan Plan~~.

#### **POLICIES**

**1. This subarea shall be considered appropriate for:**

- **mixed use for the parcels on the south side of Franklin Boulevard;**
- **light-medium industrial for the rest of the subarea.**

**2. The City shall recognize existing commercial development.**

- 2.1 Allow for continued commercial use of smaller parcels with frontage on the north side of Franklin Boulevard and a shallow lot depth by allowing Community Commercial zone changes.

**3. The City shall recognize the possibility of commercial development on the south side of Franklin Boulevard.**

- 3.1 Allow rezoning of parcels on the south side of Franklin Boulevard to the Community Commercial district, provided the entire ownership as it exists on the date of the

**SUBAREA 7. FRANKLIN BOULEVARD COMMERCIAL- INDUSTRIAL STRIP** (Refer to the Plan diagram on Page 20)

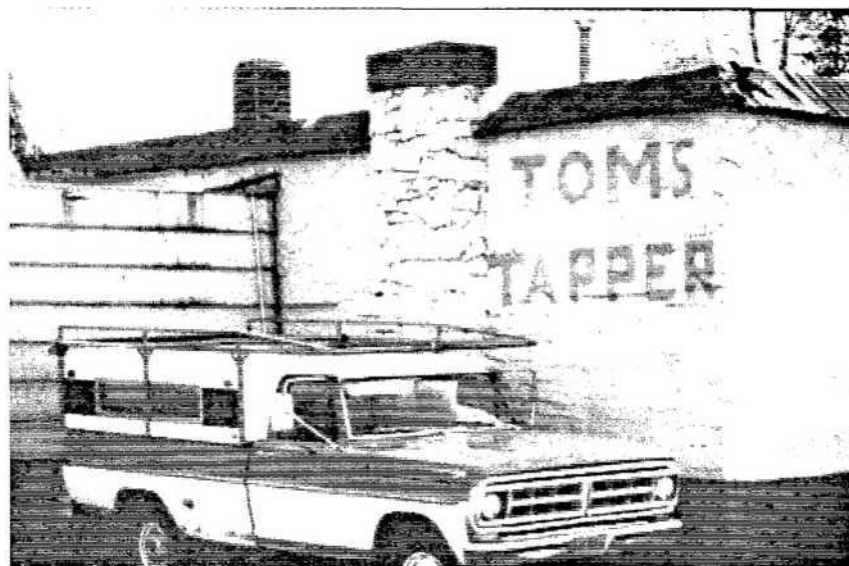
The Franklin Boulevard Commercial-Industrial Strip is located along the south side of Franklin Boulevard and it extends east from Brooks Auto Parts to the railroad overpass. Although most of the strip has industrial zoning, many of the uses are commercial in nature (such as the Glenwood Market) or commercially oriented industrial uses (such as Case Equipment). The area also includes scattered residential uses.

In some cases this area extends more than a block south of Franklin Boulevard in recognition of existing industrial development patterns. This is particularly true on the east side of Brooklyn Street, which is currently developed with a mixture of industrial and residential uses, including houses, a church, a warehouse, and a truck repair business.

The Franklin Boulevard Commercial-Industrial Strip, except for the east side of Brooklyn Street, is designated for commercial use ~~in the Metropolitan Plan~~. The east side of Brooklyn Street is designated for light-medium industrial use.

**POLICIES**

1. **This subarea shall be considered appropriate for mixed commercial-industrial use.**
2. **The City shall allow a mix of zoning districts in order to reflect the combination of land uses in the subarea.**
  - 2.1 Allow Community Commercial zoning (parcels may retain Light-Medium Industrial zoning).



- 2.2 Allow residential uses to retain Low Density Residential zoning.

with a total of 80 manufactured dwellings and 49 RV spaces on 15 acres on the west side of the McVay Highway. It also includes some commercial and industrial uses oriented to the McVay Highway near 20th Avenue and houses scattered throughout the area, especially along 20th Avenue. This area also includes a large vacant parcel which fronts on the river and James Park, a neighborhood park located off 19th Avenue owned and operated by the Willamalane Park and Recreation District. The Parks and Recreation section of the Public Facilities and Services Element discusses James Park and explores the possibility of creating a park on the river side of McVay Highway.

All of the mobile home parks in Glenwood allow overnight RV usage. The Springfield Development Code currently allows RV parks only within the Community Commercial district. Overnight RV usage within parks is only allowed under certain conditions in certain parts of the City.

The manufactured dwelling parks on the west side of McVay are generally older than the ones on the east side and will probably be redeveloped within the next 15 years. While the manufactured dwelling parks on the west side of McVay are currently designated for low-density residential use, in the long term this area will probably be redeveloped for industrial use. This change would require a plan amendment.

Most of the parcels on the river side of the McVay Highway are within the Willamette River flood hazard area, either within the floodway itself or in the 100-year floodplain. New development within the floodway is extremely restricted. Replacement of existing manufactured dwellings within the flood hazard area is currently allowed.

~~The Metropolitan Plan designates P~~part of the area along the McVay Highway is designated for commercial use, while ~~designating~~ the areas of the existing manufactured dwelling parks on both sides of McVay are designated for low-density residential use and the rest of the area for light-medium industrial use.

## **POLICIES**

- 1. This subarea shall be considered appropriate for:**
  - **mixed use for parks, office and industrial parks and medium-density residential use on the east side of the McVay Highway;**
  - **low-density residential use for the two manufactured dwelling parks on the west side of McVay Highway;**
  - **commercial use in the vicinity of 20th Avenue;**
  - **park use for James Park and the old Glenwood school site; and**
  - **light-medium industrial for the remainder of the subarea.**
- 2. The City shall allow for appropriate zoning reflecting the land use designations within this subarea.**
  - 2.1 Allow for a mixture of zoning districts that would allow parks, office and industrial parks, and medium-density residential use.
  - 2.2 Allow manufactured dwelling parks to have Low Density Residential zoning.



2.3 Allow Neighborhood Commercial or Community Commercial zoning within the commercially designated area.

**3. The City shall consider this area as appropriate for RV use.**

3.1 Continue to allow RVs to replace RVs and manufactured dwellings in existing manufactured dwelling parks that contain RVs.

**4. The City shall defer to Willamalane to consider the potential for future park development within the area adjacent to the Willamette River.**

Refer to the Franklin Boulevard/Willamette River Corridor policies on Page 27 for additional policy direction.



**SUBAREA 10. SOUTH MCVAY INDUSTRIAL** (Refer to the Plan diagram on Page 20)

This area is located on both sides of the southern portion of the McVay Highway as it exits the Glenwood area. While existing uses are mostly industrial in nature, the opportunity exists for office or industrial park development that takes advantage of the riverfront location.

The South McVay Industrial area is designated for light-medium industrial use ~~in the Metropolitan Plan.~~

**POLICIES**

**1. This subarea shall be considered appropriate for light-medium industrial use.**



# glenwood

## refinement plan

# Introduction

## Plan Purpose ~~& Relationship to Other Plans~~

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the overarching land use policy document that guides land use decision making in Springfield, Eugene, and unincorporated areas within the Metro Plan boundary. Following the passage of House Bill 3337 in 2007 directing Eugene and Springfield to establish separate Urban Growth Boundaries, each city developed community-focused refinement plans to provide more explicit application of Metro Plan policies and to provide site-specific determination of ~~Metro Plan land use plan~~ designations.

The Glenwood Refinement Plan (GRP) is one of several neighborhood-specific refinement plans that ~~further refine and augment the Metro Plan and the community-focused refinement plans. They~~ provides the opportunity to examine, in greater detail, a neighborhood-specific geographic area's future housing and economic development opportunities; open space, cultural resource protection, public facilities, and transportation needs; and to resolve potential conflicts between adjoining land uses. The GRP is thus intended to provide background information and policy direction for public and private decisions affecting the growth and development of the Glenwood area. The GRP guides the provision of public services; serves as a basis for evaluating private development proposals; and provides a common framework for those engaged in the conservation, development, and redevelopment of Glenwood. The GRP is intended to be a living document that is reviewed for continued applicability of policies and strategies approximately every five years.

Implementation of GRP policies is enabled through Springfield Development Code ordinances and other municipal rules and regulations, such as those detailed in Springfield's *Engineering Design Standards and Procedures Manual*, Springfield Standard Construction Specifications, and Springfield's Conceptual Local Street Map.

## Plan Relationships

### COMPREHENSIVE PLANS

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range comprehensive plan that establishes the broad policy framework upon which Springfield, Eugene, and Lane County make coordinated land use decisions within the Eugene-Springfield Metropolitan planning area. In 2011, Springfield began to create its own Comprehensive Plan, which started with a Metro Plan amendment to establish a Springfield urban growth boundary and adopt a city-specific residential element (chapter). The City has since added more elements to the Springfield Comprehensive

Plan. 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 urban growth boundary. Together, the Metro Plan and Springfield Comprehensive Plan serve as Springfield’s applicable comprehensive plans.

Metro Plan Chapter I explains the relationship between its broad policy framework, city-specific comprehensive plans, and refinement plans. Some Springfield Comprehensive Plan elements explicitly supplant the relevant portion of the Metro Plan while others supplement the Metro Plan. For information about how the different elements of the Metro Plan apply to Springfield, see the Preface of the Springfield Comprehensive Plan.

The City and Lane County co-adopted a Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replace the text in the Metro Plan Diagram Chapter II-G and remove the plan designations shown on the Metro Plan Diagram for areas within Springfield’s urban growth boundary. The Springfield Comprehensive Plan Map includes the plan designations from adopted Neighborhood Refinement Plan Diagrams. An updated Refinement Plan Diagram reflecting amendments since the Refinement Plan’s original adoption and some minor plan designation name changes is included prior to the Table of Contents in this document. The original Refinement Plan Diagram is retained in Figure 2 for historical reference.

#### NEIGHBORHOOD REFINEMENT PLANS

Neighborhood refinement plans often have more specific policies than those in the comprehensive plans due to more detailed analysis of neighborhood needs and aspirations. In these cases, the more specific or restrictive policies typically prevail. In the case of an actual conflict between plan policies, the Springfield City Council has the authority to interpret the provision that prevails, to give maximum effect to the overall policies and purposes of the Springfield Comprehensive Plan.

Some neighborhood refinement plans, created decades ago, have not been fully updated to incorporate changes made through adoption of more recent plans. For example, adoption of Springfield’s Transportation System Plan resulted in changes to the functional classification of some streets which were not incorporated into the Neighborhood Refinement Plans. In such cases, the more recently adopted plan generally prevails.

## Area Location & Context

Glenwood is located in the southwest corner of Springfield, adjacent to Eugene. The Willamette River bounds Glenwood on the north and east, with Interstate-5 (I-5) on the south and west. Glenwood is approximately 684 acres (one square mile) in size and, as of the 2010 Census, was home to

- **Pedestrian and Bicycle Facilities** – The ability for workers to access amenities and support services by foot or bike is increasingly important to employers, particularly those with high-wage professional jobs. The need for safe and efficient bicycle and pedestrian networks will prove their importance over time as support services and neighborhoods are developed adjacent to employment centers. This Plan provides policy direction for improved bicycle and pedestrian facilities in the Glenwood Riverfront.
- **Labor Force** – Employers want to be assured of an adequate labor pool with the skills and qualities most attractive to that industry. Commuting patterns within the city suggest that businesses in Springfield have access to the workforce of the entire Eugene-Springfield region.
- **Amenities** – According to the International Economic Development Council, attracting and retaining skilled workers requires that firms seek places offering a high quality of life that is vibrant and exciting for a wide range of people and lifestyles. This Plan provides policy direction for improved open space and other urban amenities.
- **Fiber Optics and Telecommunications** – Most industries expect access to multiple phone lines, a full range of telecommunication services, and high-speed internet communications. The Glenwood Riverfront has access to high-speed telecommunication facilities.
- **Potable Water** – The demand for potable water and water for fire suppression systems varies widely. This Plan provides policy direction to ensure current and planned water facilities in the Glenwood Riverfront will be sufficient to meet current and expected needs.
- **Power Requirements** – The demand for electricity also varies widely. This Plan provides policy direction to ensure current and planned electric facilities in the Glenwood Riverfront will be sufficient to meet current and expected needs.
- **Land Use Buffers** – According to public officials and developers/brokers, industrial areas have operational characteristics that do not blend as well with residential land uses as they do with office and commercial uses. Selected commercial office, retail, lodging, and mixed use activities are becoming acceptable adjacent to light manufacturing uses. This Plan includes policy direction to designate adjacent uses that are compatible in the Glenwood Riverfront.

## Nodal Development

Certain neighborhood design patterns are sometimes referred to as ‘nodes’ in the Eugene-Springfield metropolitan area. The nodal concept was accepted by the Oregon Department of Land Conservation and Development as a measure for the region to reduce vehicle miles traveled in compliance with the Oregon Transportation Planning Rule in 2001. As described in the [Metro Springfield](#)

Comprehensive Plan, the nodal designation prescribes development in a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment along major transportation corridors with a mix of diverse and compatible land uses and public and private improvements designed to be pedestrian- and transit-oriented. This designation in the Metro Springfield Comprehensive Plan lists the fundamental characteristics of nodal development as follows:

- Design elements that support pedestrian environments and encourage transit use, walking, and bicycling;
- A transit stop that is within walking distance (generally ¼ mile) from anywhere in the node;
- Mixed uses providing services within that walking distance;
- Public spaces (such as parks, public and private open space) and public facilities, that can be reached without driving; and
- A mix of housing types and residential densities that achieve an overall net density of at least 12 units per acre.

The 2002 TransPlan identified more than 50 sites throughout the Eugene-Springfield metropolitan area that were considered to have the potential for this type of land use pattern, including a portion of the Glenwood Riverfront paralleling Franklin Boulevard. Implementation of the 2005 Glenwood Riverfront Specific Area Plan included putting the nodal development strategy into action by applying the Metro Plan's Nodal Designation to the approximately 50-acre Glenwood Riverfront Plan District boundary, as depicted in Figure 1. Implementation Action 2.4 in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element calls for Springfield to increase opportunities for mixed-use nodal development, including considering expansion of the Glenwood node through the Glenwood Refinement Plan Update process. This Plan contains objectives, policies, and implementation strategies, as described later in the Land Use Chapter, that include direction for meeting this implementation strategy in the Glenwood Riverfront.

## Land Use Framework

The land use framework established for Glenwood Phase I identifies the location, mix, and type of essential uses deliberately selected to maximize the value of the area's proximity to the Willamette River, major transportation corridors, the University of Oregon, and its strategic location between Eugene and downtown Springfield. The land use framework also considers likely development and redevelopment constraints. It is intended to foster regional market growth and provide options for living, working, shopping, service, and hospitality environments by guiding the types and forms of future development

and redevelopment in the Glenwood Riverfront that will, in turn, complement redevelopment in downtown Springfield.

The land use framework for Glenwood Phase I establishes a mix of commercial, office, and industrial uses that support the creation of jobs and visitor opportunities in close proximity to a residential mixed-use area that provides distinct housing choices. The identified uses in the Glenwood Riverfront will complement and enhance Willamette Greenway principles and will be integrated with public amenities, such as park blocks, to increase overall land values between the riverfront and Franklin Boulevard/McVay Highway.

### Land Use Designations, Zoning & Subareas

#### Designations

The Glenwood Phase I plan designation map ~~refines the Metro Plan Diagram to~~ illustrates a broad allocation of projected land use needs in the Glenwood Riverfront (as depicted in Figure 2) and the objectives, policies, and implementation strategies embodied in the text of the Glenwood Phase I Refinement Plan, all of which conform to the ~~plan designations and policies of the Metro Plan applicable Springfield comprehensive plans.~~

The Plan designations established within the Glenwood Riverfront are as follows<sup>2</sup>:

- Residential Mixed-Use is established where the intended primary use is high-density residential. However, to increase the development of housing opportunities in close

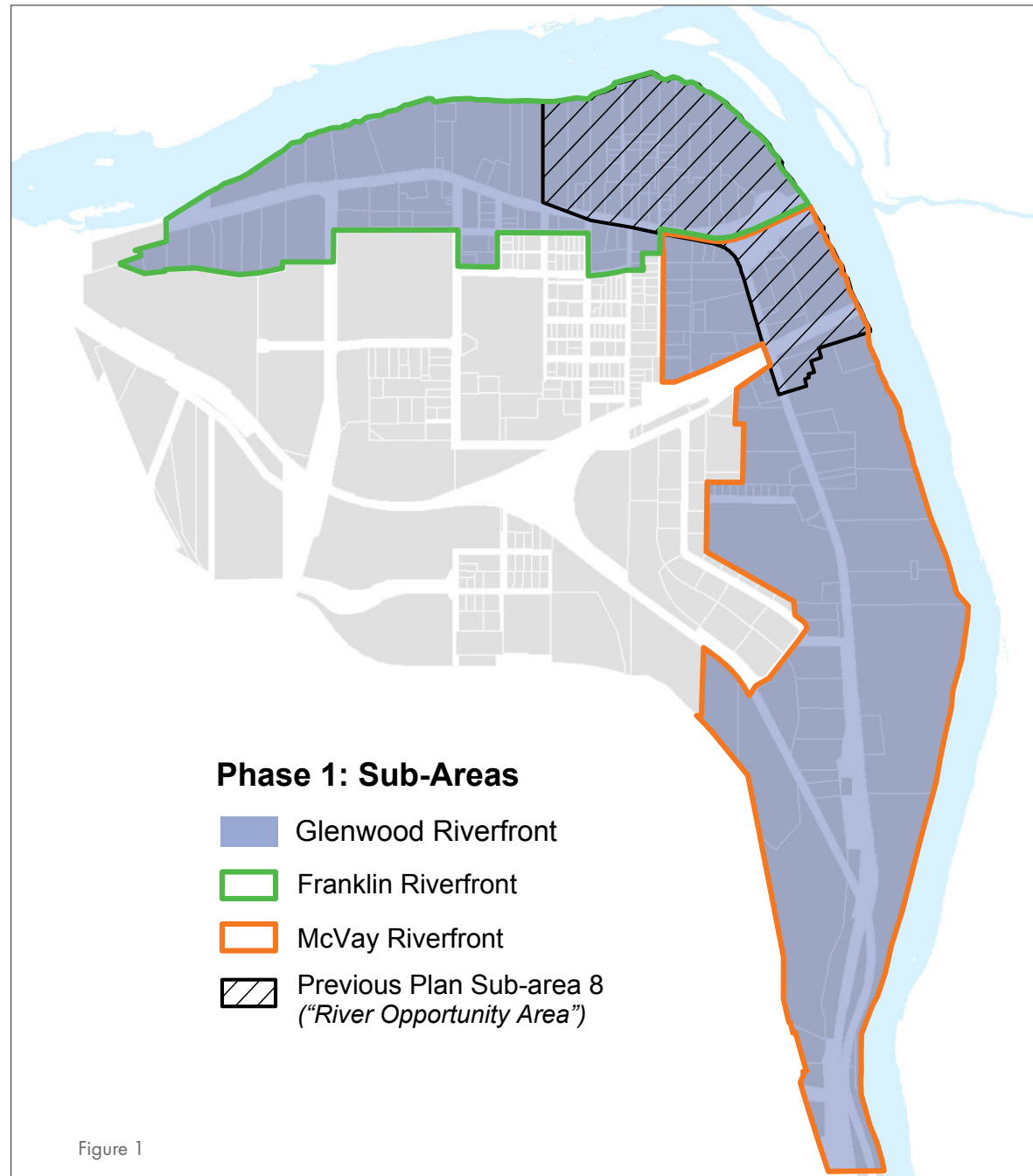


Figure 1

proximity to supporting commercial or civic uses needed by residents, limited small scale retail, office, service, and educational uses are permitted if developed as an integral part of the residential development.

- Commercial Mixed-Use is established where the intended primary use is commercial and office employment, but where flexibility is provided for high-density residential to be permitted either in stand-alone buildings or integrated with the primary commercial use.
- Office Mixed-Use is established where office employment uses, including employment-generating educational facilities, are intended as the primary uses. To provide commercial services needed by office users near their workplace, limited small scale retail and service uses are permitted if developed as an integral part of the office development. Additional flexibility is provided under this designation to allow for limited other uses that are compatible with the primary office employment uses, such as commercial hospitality services, civic uses, and high density residential housing affiliated with permitted educational facilities.
- Employment Mixed-Use is established where office employment, educational uses and light manufacturing employment uses are intended as the primary uses with external impacts less than or equal to office uses. Limited small scale retail and service uses are also permitted if developed as an integral part of the primary employment development to provide commercial services needed by employees in close proximity to their workplace (employment-generating educational uses may be considered primary uses). Warehousing is permitted as a secondary use.
- Nodal Development Area is established where land designated in one of the aforementioned categories also meet the fundamental characteristics of a node as defined in the [Metro-Springfield Comprehensive Plan](#): Design elements that support pedestrian environments and encourage transit use, walking, and bicycling; a transit stop that is within walking distance (generally ¼ mile) from anywhere in the node; mixed uses providing services within walking distance; public spaces (such as parks, public and private open space), and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at least 12 units per acre.
- The Multimodal Mixed-use Area (MMA) is established where the local government determines that there is and/or is planned to be: high-quality connectivity to and within the area by modes of transportation other than the automobile; a denser level of development of a variety of commercial and residential uses than in surrounding areas; a desire to encourage these characteristics through development standards; and an understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off.



from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, or packaging of these products. Emphasis is placed on uses that are not potentially dangerous or environmentally incompatible with office employment uses, i.e. not generating air pollution, hazardous waste, or excessive noise. These uses typically generate limited/light freight traffic, and all manufacturing and storage of materials and company vehicles are obscured from public view. Examples include, but are not limited to: manufacture of electronic instruments; specialty food processing; pharmaceutical manufacturing; research and scientific laboratories; and businesses that recycle manufactured materials for sale to the public.

Glenwood Phase I calls for re-designating and re-zoning all parcels in the Glenwood Riverfront contemporaneously with the adoption of Glenwood Phase 1. However, if these changes cause existing uses to not conform to the new zoning district or plan designations, the buildings or structures housing such non-conforming uses may continue, expand, or be modified as permitted under the Springfield Development Code regulations governing pre-existing non-conforming uses until they are abandoned or redeveloped.

## *Subareas*

### *Subarea A*

Subarea A includes just over 33 acres of land in the core of the Franklin Riverfront and is bounded on the north by the Willamette River, on the south by Franklin Boulevard, on the west by a future northerly extension of Henderson Avenue, and on the east by a future northerly extension of McVay Highway. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback, reduce the developable acreage of Subarea A by 32.5% (13.9% streets, 10.5% neighborhood park blocks, 8.1% riparian setback and riverfront linear park). This figure conforms to the approximately 32% of residentially-designated land made available by the [Metro Springfield Comprehensive](#) Plan for auxiliary uses, such as streets, neighborhood parks, and other public facilities.

Subarea A is intended for the development of an urban high-density residential mixed-use neighborhood to:

- capitalize on the proximity of transit stations serving a high frequency transit corridor and existing and future job centers;
- take advantage of riverfront views and unique development opportunities;
- provide additional housing choices for area residents;
- support the high level of public investment in infrastructure that has occurred or is planned in the Franklin Riverfront; and

employment building. Secondary warehousing and distribution functions associated with primary light manufacturing uses are also allowed. However, similar to Subarea C above, uses such as child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees (and that do not generally serve the public) are considered accessory uses and may be located anywhere within primary use structures.

Within Subarea D, Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 allow the primary and secondary uses associated with the Commercial Mixed-Use designation.

*Objective:*

Implement land use and transportation-related land use policies found in the Metro Plan, TransPlan (and/or Springfield Transportation System Plan), and the Springfield 2030 Refinement Plan to support pedestrian-friendly, mixed-use development in the Glenwood Riverfront.

*Policies & Implementation Strategies:*

- Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the [MetroSpringfield Comprehensive Plan](#), and Multimodal Mixed-Use Areas (MMA), as defined in OAR 660-012-0060.
  - Maintain and expand the existing nodal designation boundary to include land on both sides of Franklin Boulevard from the I-5 Bridges to the Springfield Bridges, and on both sides of McVay Highway between the Springfield Bridges and an area just south of the railroad trestle, as depicted in Figure 2.
  - Designate and zone land north of Franklin Boulevard in between the northern extension of Henderson Avenue and the northern extension of McVay Highway as Residential Mixed-Use, as depicted in Figure 2.
  - Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as well as Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.
  - Designate and zone land on both sides of Franklin Boulevard from the I-5 Bridges to South Brooklyn Avenue as Office Mixed Use, as depicted in Figure 2.
  - Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use except for

# Housing and Economic Development

## Introduction

### Housing

Statewide Planning Goal 10, Housing, requires Springfield to provide an adequate land base to accommodate a full range of choice in housing type, density, cost, and location throughout the City to meet the community's housing needs. Springfield has historically addressed this requirement through its residential land use designations **which are** updated periodically **through the Metro Plan**. In 2007, the Oregon Legislature passed House Bill 3337, which required Eugene and Springfield to establish separate UGBs that included separate 20 year residential lands inventories for each city. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The adopted study, the Springfield Residential Land and Housing Needs Analysis (RLHNA) is the basis upon which the adopted Springfield 2030 Residential Land Use and Housing Element were developed.

As described in the Land Use Chapter, the adopted Springfield RLHNA identified a deficit of 28 gross acres for high-density residential uses and associated public/semi-public land intended to provide public open space for the higher density development, as well as any needed supporting public facilities. To address this deficit, Implementation Action 2.1 in the Springfield 2030 Residential Land Use and Housing Element directs the City Council to re-designate at least 28 additional gross buildable acres as part of Glenwood Phase I (seven acres of which are intended to provide public open space for the higher density development, as well as any needed supporting public facilities). Implementation Action 2.2 directs Springfield to support development of additional high-density residential uses adjacent to commercial and employment areas. The Land Use Chapter therefore directs the designation of 33.26 gross acres with a minimum density of 50 net dwelling units per acre in the Glenwood Riverfront as Residential Mixed-Use to provide housing choice for Springfield residents and ensure that Springfield's high-density housing needs can be met through annexation and redevelopment, consistent with the City's adopted housing policies. The Housing Section of this Chapter contains additional policies intended to: enhance the progress of high-density residential development; facilitate the development of a neighborhood where residents from a range of economic levels, household sizes, and ages can choose to live; address the impact of redevelopment on existing manufactured home park residents; ensure existing housing meets current Building, Fire, and Health codes; and support the preservation, rehabilitation, and maintenance of existing housing over the Plan period.

# EXHIBIT D

## 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

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### 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*

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<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.

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<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.