

Ordinance \_\_\_\_\_, Exhibit B

**Proposed amendments to Eugene-Springfield Metropolitan Area General Plan (Metro Plan) to adopt the Springfield 2030 Comprehensive Plan Economic Element and its Technical Supplement — the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (CIBL/EOA) — as Springfield’s comprehensive plan in compliance with Statewide Planning Goal 9, Economic Development. The Economic Element contains city-specific goals, policies, implementation measures and findings to address Springfield’s land needs for economic development and employment growth for the 2010-2030 planning period, replacing *Metro Plan* Economic Element policies applicable to lands within Springfield’s jurisdictional area.**

- B-1 Springfield 2030 Comprehensive Plan Economic Element
- B-2 Technical Supplement to the Springfield 2030 Comprehensive Plan Economic Element: Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis for the Planning Period 2010-2030

# SPRINGFIELD 2030 COMPREHENSIVE PLAN

## ECONOMIC 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 purpose of this **Economic Element** is to identify the goals, objectives, policies, implementation actions and findings that the City of Springfield, in cooperation with Lane County, has adopted to provide an adequate land supply for economic development and employment growth in compliance with Statewide Planning Goal 9, Economic Development.

The economic development policy direction established through adoption of the **Economic Element** is focused to capitalize on Springfield's strengths and opportunities within the broader Southern Willamette Valley region. The goals and objectives express the desired community development outcomes and economic benefits the City aspires to achieve. The policies and implementation actions are the City's agreements and commitments to support the growth of the local, regional and State economy through land use patterns that provide and sustain a healthy, prosperous and equitable environment aligned with Springfield's interests, values and assets.

**Goal 9. Economic Development – To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.**

The **Economic Element** identifies Springfield's preferred land use strategies to support industrial and other employment <sup>1</sup> development opportunities in the community. The City conducted a Commercial and Industrial Land Needs study in 2008-2009 to update the community's

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<sup>1</sup> As defined in Oregon Administrative Rule 660-009-0005: "Other Employment Use" means all non-industrial employment activities including the widest range of retail, wholesale, service, non-profit, business headquarters, administrative and governmental employment activities that are accommodated in retail, office and flexible building types. Other employment uses also include employment activities of an entity or organization that serves the medical, educational, social service, recreation and security needs of the community typically in large buildings or multi-building campuses.

economic patterns, potentialities, strengths and deficiencies as they relate to state and national trends. The work product of the study — the *City of Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis* (August 2015) prepared for the City of Springfield by ECONorthwest — is adopted as the Technical Supplement to the **Economic Element**. Economic development issues identified in the draft *Springfield Economic Development Plan* (2006) were incorporated into the analysis and strategies. Input was received from citizens, stakeholder groups, commissions and elected officials through a citizen involvement process that included a Commercial and Industrial Buildable Lands (CIBL) Stakeholder and Technical Advisory Committees, online public survey, visioning workshops, work sessions, open houses and public hearings conducted between 2008 and 2016.

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

The Springfield Comprehensive Plan **Economic Element** establishes the comprehensive plan policies and land use regulations applicable to lands within Springfield’s Urban Growth Boundary that are designated for commercial and industrial uses. The **Economic Element** was adopted as an amendment to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) 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>2</sup> The Economic Element goals, policies and implementation actions replace the more general Metro Area-wide goals, findings and policies contained in Metro Plan Economic Element Chapter IIIB. The Springfield Comprehensive Plan elements — including this **Economic 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>3</sup>

The **Economic Element** provides policy direction for updating and amending refinement plans, zoning, and development regulations to address the community’s commercial, industrial and other employment development needs. As Springfield implements this element — through future adoption of updates to land use refinement plans at the city-wide, district, corridor, and

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<sup>2</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>3</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.

neighborhood scales, and through the review of property owner-initiated plan amendment or zoning proposals—the City shall continue to analyze the suitability and capacity of the existing commercial, industrial and other employment designations in terms of location, intensity and mix of uses, design, and infrastructure. Based on more detailed and specific levels of analysis, the City shall amend the *Springfield 2030 Comprehensive Plan* and *Metro Plan* diagram as necessary.

The plan diagram and neighborhood refinement plans identify the geographic locations and describes the physical characteristics of Springfield’s existing commercial, industrial and mixed use districts. Refinement plans provide guidance for implementing **Economic Element** policies by establishing new districts or zones, by refining existing districts or zones, and by establishing criteria for mixing land uses within a zone or development area to achieve Springfield’s economic development objectives.

## **COORDINATION WITH METRO AREA ECONOMIC DEVELOPMENT GOALS**

The *Metro Plan* Economic Element articulates the region’s economic goals and objectives. The Plan lists a single economic development goal:

***Broaden, improve, and diversify the metropolitan economy while maintaining or enhancing the environment.***

Springfield’s economic development planning goals affirm this Metro Plan goal with an appropriate emphasis on maintaining and enhancing Springfield's role, responsibility, and identity within the regional and state economies of which it is a part.

The **Economic Element** also integrates the goals and strategies of the *Regional Prosperity Economic Development Plan* — approved by the Springfield, Eugene and Lane County Joint Elected Officials (JEO) in February 2010 — to acknowledge Springfield’s commitment to coordinating the land use policies that will support the creation of economic opportunities that are closely aligned with our region’s assets and values.

The Springfield 2030 Comprehensive Plan implements, interprets, and supplements the Metro Plan Economic Element as follows:

## **SPRINGFIELD ECONOMIC DEVELOPMENT PLANNING GOALS**

**EG-1 Broaden, improve and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield’s natural heritage.**

- EG-2 Support attainment of the Regional Prosperity Economic Development Plan<sup>4</sup> goals for creating new metropolitan area jobs in the chosen economic opportunity areas, increasing the average annual wage and reducing unemployment.
- EG-3 Strengthen and maintain strong, connected employment centers and economic corridors to support small, medium and large businesses.
- EG-4 Establish, strengthen and maintain viable commercial centers to improve the community's access to goods and services.
- EG-5 Support the development of emerging economies guided by the following principles:<sup>5</sup>
- a. Healthy Living—Champion businesses and entrepreneurs that promote a healthy, safe, and clean community while enhancing, protecting, and making wise use of natural resources.
  - b. Ideas to Enterprise—Encourage a culture of entrepreneurship and re-investment into the local community.
  - c. Regional Identity—Create a strong economic personality that celebrates our region's attributes and values.
  - d. Be Prepared—Contribute to development of the region's physical, social, educational, and workforce infrastructure to meet the needs of tomorrow.
  - e. Local Resilience— Support businesses and entrepreneurs that lead the city and region to greater economic independence, innovation, and growth of the traded sector economies.
- EG-6 Encourage and facilitate community and stakeholder collaboration.
- EG-7 Make development decisions predictable, fair and cost-effective.

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<sup>4</sup> *Regional Prosperity Economic Development Plan* — approved by the Springfield, Eugene and Lane County Joint Elected Officials (JEO) in February 2010

<sup>5</sup> *Ibid*

The **Economic Element** implements and interprets these economic development goals and principles through the following Economic Development Policies and Implementation Actions:

**SPRINGFIELD ECONOMIC DEVELOPMENT POLICIES AND IMPLEMENTATION STRATEGIES**

<p><b>Goal EG-1</b></p>	<p><b>Broaden, improve and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield’s natural heritage.</b></p>	
<p>Policy E.1</p>	<p>Designate an adequate supply of land that is planned and zoned to provide sites of varying locations, configurations, size and characteristics as identified and described in the Economic Opportunity Analysis<sup>6</sup> to accommodate industrial and other employment over the planning period. These sites may include vacant undeveloped land; partially developed sites with potential for additional development through infill development; and sites with redevelopment potential.</p>	
<p>Implementation Strategy</p>	<p>1.1</p>	<p>Amend the UGB, Metro Plan diagram and text to add 223 acres of suitable employment land<sup>7</sup> to accommodate employers requiring sites larger than 20 acres. Preserve suitable sites for future development by creating and applying the “Urban Holding Area - Employment” (UHA – E) plan designation and the “Agriculture – Urban Holding Area” zone to the sites as described in the Urbanization Element and Springfield Development Code.</p>
<p>Implementation Strategy</p>	<p>1.2</p>	<p>Continue to conduct focused neighborhood, district, and corridor refinement planning processes that engage the community to identify sites with potential for infill and redevelopment; and work collaboratively to update planning and zoning to support job creation and more efficient land use.</p>
<p>Implementation Strategy</p>	<p>1.3</p>	<p>Encourage and support redesignation, rezoning, environmental clean-up and redevelopment of brownfields and older industrial sites to allow these lands to redevelop with clean industries and new uses, especially when located in the Willamette Greenway, adjacent to waterways and high value wetlands, and in Drinking Water Protection Zones 1-2 Year TOTZ areas. Provide information to businesses to encourage and facilitate environmental remediation, relocation, and/or redevelopment of these sites.</p>
<p>Policy E.2</p>	<p>Establish minimum parcel sizes within the “Urban Holding Area - Employment” (UHA – E) designated areas to reserve suitable parcels 20 acres or larger and suitable parcels larger than 50 acres.</p>	
<p>Implementation Strategy</p>	<p>2.1</p>	<p>Preserve large (20 acres or greater) Heavy Industrial, Light Industrial, Campus Industrial, Employment Mixed-Use and Commercial Mixed-Use sites for industrial and other employment uses that require large sites, while allowing</p>

<sup>6</sup> Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis Final Report, August 2015.

<sup>7</sup> As described in the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis Final Report, August 2015.

		redesignations that allow limited supporting retail uses (e.g. food and beverage) within the building to support the primary employment use.
Policy E.3		Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout Springfield and its Urban Growth Boundary that are designated for employment use are preserved for future employment needs and are not subdivided or used for non-employment uses.
Policy E.4		Expand industrial site opportunities by evaluating and rezoning commercial, residential, and industrial land for the best economic return for the community through the process of City refinement planning, review of owner-initiated land use proposals, expanding the urban growth boundary, and other means.
Implementation Strategy	4.1	Conduct a comprehensive review of Springfield’s industrial and commercial land use plan designations and zoning districts (SDC 3.2-305 and 3.2-405) and schedule of use categories (SDC 3.2-310 and 3.2-410) to identify potential updates that may be better aligned with the land, real estate and development requirements of modern industry and commerce to ensure that Springfield has sites and conditions favorable for industry and commerce to operate efficiently.
Implementation Strategy	4.2	Update the Development Code to create more zoning flexibility for developing industrial or business parks to support clustering of related or complementary businesses.
Implementation Strategy	4.3	Establish an “Employment Mixed-Use” plan designation to allow secondary supporting land uses in walkable employment centers served by multiple modes of transportation to support the goals of compact urban development.
Implementation Strategy	4.4	Prepare or update refinement, corridor and district plans to create more opportunities for mixed land uses. Prioritize planning for mixed-used development that includes retail, office commercial, and multifamily housing in downtown, Glenwood, along the Main Street corridor and along the Downtown to Gateway transit corridor.
Implementation Strategy	4.5	Continue to support policies and develop implementation tools to encourage economically feasible mixed-use development and nodal development in Springfield’s downtown, Glenwood, and in mixed-use nodes in locations identified through the refinement planning process.
Implementation Strategy	4.5	Encourage co-location of residential and commercial uses in existing buildings by developing resources to make available financial assistance for necessary building upgrades to meet requirements in the building code, such as improvements to meet seismic standards.
Implementation Strategy	4.6	Increase opportunities for siting employment centers where they can be efficiently served by multiple modes of transportation.
Policy E.5		Provide an adequate, competitive short-term supply of suitable land to respond to economic development opportunities as they arise. “Short-term supply” means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. “Competitive Short-term Supply” means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment

	uses.	
Implementation Strategy	5.1	Continue to add to the City’s short-term supply of land through provision of urban services as resources become available and through annexation and other agreements as described in the Urbanization Element and Springfield Development Code.
Policy E.6	Facilitate short term and long term redevelopment activity and increased efficiency of land use through the urban renewal program, updates to refinement plans and the development review process.	
Policy E.7	Where possible, concentrate development on sites with existing infrastructure or on sites where infrastructure can be provided relatively easily and at a comparatively low cost.	
Policy E.8	Continue implementing the Downtown District Plan and Implementation Strategy adopted in 2010 to guide revitalization and redevelopment in downtown as resources are available.	
Implementation Strategy	8.1	Encourage employers to locate in downtown Springfield, when appropriate.
Implementation Strategy	8.2	Amend the Downtown Refinement Plan and Downtown Mixed Use Zone to create new capacity and support for downtown employment uses that use land more efficiently and minimizes the costs of providing infrastructure.
Implementation Strategy	8.3	Amend infrastructure plans as necessary to include the infrastructure and services that businesses need to operate in downtown Springfield.
Implementation Strategy	8.4	Develop programs to promote investments in existing buildings to make downtown more attractive, (e.g. the Urban Renewal and Main Street programs).
Implementation Strategy	8.5	Develop a marketing strategy to attract businesses to downtown Springfield, including ways to make available low-cost assistance for businesses moving to downtown.
Implementation Strategy	8.6	Continue to partner with TEAM Springfield partners to identify and implement short term and long term actions to revitalize downtown.
Implementation Strategy	8.7	Collaborate with Springfield Utility Board and other service providers to minimize cost of upgrading and modernizing downtown infrastructure.
Implementation Strategy	8.8	Continue to leverage and expand Downtown Springfield as the City’s civic and government center by promoting, investing and seeking opportunities to locate new federal, state and local civic buildings in Downtown or, — if Downtown sites are not readily available — in locations with excellent transit connections to or through Downtown.
Policy E.9	Encourage and facilitate redevelopment of Glenwood as a mixed use housing, employment and commercial center.	
Implementation Strategy	9.1	Continue to support redevelopment of sites in Glenwood through planning, key investments, innovative development standards, and focused activity through the Springfield Economic Development Agency (SEDA), the Glenwood Urban Renewal Plan, the Glenwood Refinement Plan and the Glenwood Riverfront Plan Mixed-Use Plan District.
Implementation Strategy	9.2	Provide the public infrastructure and services necessary for development in Glenwood, as funds allow.
Implementation	9.3	Coordinate economic development in Glenwood with regional and State

Strategy		economic development efforts.
Implementation Strategy	9.4	Assist economic development in Glenwood through techniques such as optioning land, land assembly, and cooperative development agreements to assist developers with land assembly issues.
Implementation Strategy	9.5	Recruit anchor institutions, such as academic and health care institutions to locate in Springfield. Recruit to establish a University of Oregon anchor land use in Glenwood to stimulate private investment in redevelopment of vacant or neglected sites.
Implementation Strategy	9.6	Implement the Glenwood Riverfront District/Franklin Corridor District Plan and Phase One plan amendments adopted in 2012.
Policy E.10		Continue to provide public policy and financial support when possible for redevelopment in Springfield. Through the annual Goal-setting process, the City Council shall identify redevelopment target areas.
Implementation Strategy	10.1	Continue to conduct focused refinement planning in key redevelopment areas, as directed by the City Council, and as resources are available.
Implementation Strategy	10.2	Future refinement planning processes shall identify opportunity sites with the greatest potential for redevelopment and shall consider and acknowledge economic analyses to evaluate market potential and feasibility.
Implementation Strategy	10.3	When preparing or amending refinement plans, work with neighborhood groups to identify needs and opportunities for creating neighborhood mixed use centers near schools and parks to encourage development of neighborhood-serving “corner store” scale retail, small office or live-work units in or adjacent to residential areas. Consider establishing a Neighborhood Commercial Mixed Use designation.
Implementation Strategy	10.4	Designate a Neighborhood Mixed Use center in Jasper Natron within one half mile of the future school/park sites.
Implementation Strategy	10.5	Encourage opportunities for employment close to residences, including mixed-use development.
Implementation Strategy	10.6	Establish Employment Mixed-Use plan designations that could be applied to land along the existing and proposed future high capacity transit corridors and in Nodal Development areas.
<b>Goal EG-2</b>		<b>Support attainment of the Regional Prosperity Economic Development Plan<sup>8</sup> goals for creating of new metropolitan area jobs in the chosen economic opportunity areas, increasing the average annual wage and reducing unemployment.</b>
Policy E.11		Integrate opportunistic economic development objectives into Springfield’s land use and supply analyses and policies.
Implementation Strategy	11.1	Plan, zone and reserve a sufficient supply of industrial and commercial buildable land to create opportunity sites for employment uses identified in the 2015 Economic Opportunities Analysis (EOA), with an initial emphasis on Target Industries listed in the analysis Table S-1, Target Industries, Springfield

<sup>88</sup> *Regional Economic Development Plan* — approved by the Springfield, Eugene and Lane County Joint Elected Officials (JEO) in February 2010

		2010-2030 (page iii-iv.)
Policy E.12	Recruit or support businesses that pay higher than average wages for the region (as reported by the Oregon Employment Department) to diversify and expand Springfield's economy.	
Implementation Strategy	12.1	Work with other economic development organizations to target and recruit businesses: (1) with above average wages, (2) other benefits such as health insurance, especially for part-time employees, and/or (3) that provide other benefits such as job advancement or ownership opportunities.
Implementation Strategy	12.2	Continue to coordinate with community economic development organizations and local, regional and State economic development agencies to develop a coherent and effective economic development marketing program.
Implementation Strategy	12.3	Work with the State to have one or more sites certified as project-ready through the State's certified Industrial Lands program.
Implementation Strategy	12.4	Encourage the location and expansion of traded sector industries as a means to increase the average wage and contribute to the growth of the local sector economy.
Implementation Strategy	12.5	Support increased potential for employment in one of the regional industry clusters.
Implementation Strategy	12.6	Support development of convention- and tourism-related economic activities.
<b>Goal EG-3</b>	<b>Strengthen and maintain strong, connected employment centers and economic corridors to support small, medium and large businesses.</b>	
Policy E.13	Advocate for and support State, Federal and Metro regional transportation network development policies and initiatives that strengthen Springfield's economic corridor connections and development/redevelopment potential.	
Implementation Strategy	13.1	Take advantage of new commercial and residential development opportunities that will be stimulated by the infrastructure projects identified in the Springfield TSP, such as the Franklin Boulevard improvements in Glenwood.
Policy E.14	Leverage and promote Springfield's Interstate 5 corridor location and visibility.	
Policy E.15	Work with Lane Transit District and Oregon Department of Transportation to ensure that transportation system improvements address the needs of existing commerce while strengthening Springfield's economic corridor connections and development/redevelopment potential.	
Policy E.16	Consider the economic opportunities provided by transportation corridors and seek to maximize economic uses in corridors that provide the most optimal locations and best exposure for existing and future commercial and industrial uses.	
Implementation Strategy	16.1	Develop a Main Street/Oregon Highway 126 corridor plan to update land use designations, zoning, and development standards; evaluate potential nodal development areas; and coordinate with Lane Transit District's planning for

		potential transit system improvements.
Implementation Strategy	16.2	Identify future economic corridor or district improvement areas to be targeted with refinement planning (e.g. Downtown to Gateway, Mid-Main to Mohawk, Urban Holding Areas).
Implementation Strategy	16.3	Plan and zone land to maximize utilization of excellent exposure along Main Street/Highway 126B and Pioneer Parkway as future downtown commercial and employment development sites, as envisioned in the 2010 Downtown District Urban Design Plan.
Policy E.17		Leverage existing rail facilities and future expansion of rail facilities to achieve economic development objectives.
Implementation Strategy	17.1	Maximize existing and future utilization of the Union Pacific rail line that runs through Downtown — providing freight, Amtrak service and the potential for future commuter rail linking major population and employment centers.
Implementation Strategy	17.2	Continue to support and advocate for a high speed rail connection to our Metro area and promote the advantages of the downtown Springfield station site or other Springfield site, and associated rail service maintenance and park and ride facilities.
Implementation Strategy	17.3	Explore the concept of siting a multimodal rail-bus transportation center in Downtown to support new Springfield commerce as discussed during the 2009-2010 Downtown Planning process.
Implementation Strategy	17.4	Work with railroad industrial land specialist staff and Springfield property owners to conduct an inventory of Springfield’s existing rail facilities and create a list of industrial sites with existing or previous rail service and/or potential for new service, including opportunities to utilize freight rail line connectivity between Springfield and the Coos Bay port.
Implementation Strategy	17.5	Consider how future expansion of rail freight will affect land use and avoid re-zoning industrial land with rail access to non-industrial uses, while allowing some conversion of existing industrial land to other employment uses, especially in high visibility areas such as the South A corridor east of Downtown, if uses are compatible with heavy rail impacts.
Policy E.18		Coordinate transportation and land use corridor planning to include design elements that support Springfield’s economic and community development policies and contribute to community diversity and inclusivity.
Implementation Strategy	18.1	Develop an existing conditions analysis of the corridor that reflects a thorough understanding of relevant community issues and service needs.
Implementation Strategy	18.2	Identify public involvement techniques to increase meaningful participation from traditionally underrepresented groups in the study area.
Implementation Strategy	18.3	Establish preferred design concepts for key intersections along the corridor that integrate vehicle, pedestrian, bicycle and transit needs.
Implementation Strategy	18.4	Conduct corridor planning in a manner that engages representatives of diverse, potentially affected interests, including residents, businesses, service agencies, community organizations and citizens at large to build broad community support.
Implementation Strategy	18.5	Develop and implement an effective and comprehensive public engagement program for each phase of the proposed corridor transportation and land use planning project.

Implementation Strategy	18.6	Investigate design elements that improve streetscape conditions and develop design concepts and treatments for identified improvement areas. Investigate culturally-sensitive design elements that encourage comfortable walking and bicycling among traditionally underrepresented groups.
Implementation Strategy	18.7	Prioritize improvements that would complete local connections to local shopping and service opportunities.
<b>Goal EG-4</b>	<b>Establish, strengthen and maintain viable commercial centers to improve the community's access to goods and services.</b>	
Policy E.19	In the 2030 Plan diagram and Land Use Element, and future refinement planning, locate regional, community and neighborhood-serving commercial uses to support economically viable centers, enhanced commercial corridors, and walkable neighborhood scale mixed-use centers.	
Policy E.20	Support the revitalization of Downtown and re-establishment of a thriving retail commerce center by planning and zoning land to provide larger size redevelopment sites that fit the needs of modern retailers.	
Policy E.21	Plan and support redevelopment of the Glenwood Franklin Riverfront and Downtown districts to be mutually supportive and seek funding to connect the two districts with a pedestrian/bike bridge.	
Policy E.22	Plan, designate and zone land to allow community and neighborhood retail commercial uses in new, existing or expanded mixed use centers/nodes to address the land need for retail described in the Economic Opportunities Analysis; timing shall be coordinated with City refinement planning processes or through property-owner initiated proposals that are consistent with Springfield Comprehensive Plan policies.	
Implementation Strategy	22.1	Expand the Downtown Refinement Plan boundary and Downtown Mixed Use District to support additional commercial activity and to create a more viable retail commercial center as envisioned in the 2010 Downtown District Urban Design Plan and Implementation Strategy; and engage the Downtown Citizen Advisory Committee, Historic Commission and property owners to ensure that the form, scale and intensity of new development contributes positively to the adjacent Washburne Historic District neighborhood. Consider that 100,000-125,000 square feet of retail is required for a viable retail destination district; 50,000-60,000 square feet is needed for an anchor use, such as a grocery store or theater multiplex; and contemporary retail businesses need wider and less deep space than currently provided by buildings on Main Street.
Implementation Strategy	22.2	Develop a retail strategy and recruitment plan for the Downtown District, as described in the 2010 Downtown District Urban Design Plan and Implementation Strategy.
Implementation Strategy	22.3	Zone land and provide incentives for development around the Mill/Main Street/Island Park future plaza site as described in the 2010 Downtown District Urban Design Plan and Implementation Strategy.
Implementation Strategy	22.4	Create more opportunities for neighborhood commercial mixed-use centers to serve new or underserved neighborhoods.
Implementation	22.5	Through the Main Street Corridor planning process, engage the community

Strategy		and property owners to evaluate the market need for a full service grocery store in mid-Springfield, identify potential sites, and update zoning as necessary.
Implementation Strategy	22.6	Plan and zone land in the Jasper Natron area to support neighborhood-serving retail uses, with site(s) and number of acres to be determined through the Springfield 2030 Refinement Plan Diagram planning process.
Implementation Strategy	22.7	Continue to provide staff support to encourage and envision redevelopment of the Mohawk Center.
Implementation Strategy	22.8	Work with SEDA to use Urban Renewal tax increment financing to provide development incentives and funds to support redevelopment of Downtown and Glenwood with available funds.
Implementation Strategy	22.9	Through the Main Street Corridor planning process, work with property owners and stakeholders to consider mixed-use zoning east of 10 <sup>th</sup> Street along Main Street.
Policy E.23		Identify and target commercial activities that will generate living-wage employment opportunities and/or meet daily needs of local residents.
Policy E.24		Evaluate and redesignate commercially-designated and zoned sites in locations that lack adequate transportation access and visibility to allow development of more suitable uses.
Implementation Strategy	24.1	Consider a future plan amendment and zone change process to redesignate the 7.37-acre commercial area on South 28 <sup>th</sup> Street to allow expansion of the adjacent industrial district.
Implementation Strategy	24.2	Consider a future plan amendment to redesignate the 7.37-acre commercial area on Thurston Road to Low Density Residential.
Implementation Strategy	24.3	Support property-owner initiated proposals to redesignate and rezone commercial land located outside of any neighborhood refinement plan areas adopted after June 2011 to Residential Mixed-Use when consistent with Springfield 2030 Plan policies.
Implementation Strategy	24.4	Work with property owners and stakeholders through the Main Street Corridor planning process to consider allowing Medium or High Density residential uses in existing commercial zones in addition to commercial uses.
Policy E.25		Update plans and zoning to create more opportunities for mixing compatible commercial uses within employment zones in ways that preserve the industrial land supply, minimize vehicular trips and traffic congestion, and promote convenience and walkability for employees.
Implementation Strategy	25.1	Create more opportunities for limited and complementary secondary commercial uses within buildings in employment zones.
Implementation Strategy	25.2	Study the feasibility of applying an Employment Mixed-Use or “employment transition” zoning concept to land along the south side of South A Street to support mixed-use redevelopment activity adjacent to the downtown Booth-Kelly center and Mill Race restoration areas when development is compatible with the existing and future use of the rail corridor.
<b>Goal</b>		<b>Champion businesses and entrepreneurs that promote a</b>

<b>EG- 5a</b>	<b>healthy, safe, and clean community while enhancing, protecting, and making wise use of our natural resources.</b>	
Policy E.26	Develop and apply new development standards to lands added to the Springfield UGB prior to annexation and development to ensure that new development contributes to a healthy, safe, and clean community while enhancing, protecting and making wise use of natural resources.	
Implementation Strategy	26.1	Develop and apply Drinking Water Source Protection Overlay District development standards in consultation with Springfield Utility Board to the lands added to the UGB to ensure that new development contributes to a healthy, safe, and clean community while maintaining aquifer recharge and protecting drinking water quality and quantity.
Implementation Strategy	26.2	Review and amend the Springfield Development Code Flood Plain Overlay District standards as necessary to maintain compliance with the National Flood Insurance Program to promote public health, safety and welfare, and minimizes public and private losses due to flood conditions.
Policy E.27	Support clean up and re-use of brownfields and contaminated sites as the opportunities for reuse arise.	
Implementation Strategy	27.1	Provide public support to identify, assess, clean up and redevelop brownfields as resources become available through grants, SEDA, community partnerships and private investments.
Implementation Strategy	27.2	Seek and leverage funding for brownfield assessment and clean up as one key tool to assist financing for redevelopment.
<b>Goal EG-5b</b>	<b>Encourage a culture of entrepreneurship and re-investment into the local community.</b>	
<b>Goal EG-5c</b>	<b>Emphasize regional identity by creating a stronger economic personality that celebrates the region’s attributes and values.</b>	
Policy E.28	Increase the potential for employment in the regional industry clusters, including: Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), Local Food and Beverage Production and Distribution, Specialty Agriculture, Wood & Forest Products, and Transportation Equipment.	
Implementation Strategy	28.1	Designate and zone land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.
Implementation Strategy	28.2	Promote development of support service businesses for business clusters, including specialized suppliers for the business cluster, restaurants, financial institutions, child care and other services.
Implementation Strategy	28.3	Promote further development of the health care cluster by examining land-use policies and, if necessary, modifying those policies to promote health care cluster development where the supporting uses are consistent with 2030 Plan policies or when policies are amended through a district or corridor refinement planning process.

Implementation Strategy	28.4	Promote development of high-tech businesses by continuing to target these businesses for recruitment and expansion in Springfield.
Implementation Strategy	28.5	Coordinate development of business clusters with other cities and economic development agencies in the Eugene-Springfield region but emphasize development of the business cluster in Springfield.
Implementation Strategy	28.6	Make Springfield a preferred location for the local food production industry by promoting existing, new and growing start-up businesses.
Policy E.29	Strengthen and grow community partnerships and initiatives that seek to optimize coordination of economic development planning with natural resource, open space and parks planning.	
Implementation Strategy	29.1	Work with Willamalane and property owners to identify and opportunities to integrate parks and recreation facilities (e.g. multi-use paths) and open space amenities as sites are master planned for economic development. <sup>9</sup>
Implementation Strategy	29.2	Work with the community and project partners to identify opportunities to plan, design, build and maintain great public spaces as a means to create economic value and neighborhood vitality, as further described in neighborhood refinement plans, the Willamalane Park and Recreation District Comprehensive Plan and this Plan.
Policy E.30	Plan redevelopment and growth areas in ways that maximize sensitive integration of the built and natural environment and that maintain and contribute to the community's access to Springfield's natural, cultural and recreational assets and amenities.	
Policy E.31	Work with the Springfield Historic Commission to optimize coordination of economic development planning with historic resources planning.	
Implementation Strategy	31.1	Support and champion businesses, entrepreneurs and community groups that preserve and restore historic buildings and sites.
Implementation Strategy	31.2	Encourage and support Springfield Historic Commission programs and activities to educate the public about Springfield's historic resources.
Implementation Strategy	31.3	Encourage and support the integration of historic interpretation elements into public and private economic development activities.
Policy E.32	Support community partnerships and initiatives that seek to grow the creative economy including but not limited to: cultural industry clusters and arts districts; cultural tourism; jobs in film, television, publishing, news media, music, video games, social media, design, advertising, performing and visual arts; and update land use planning and codes to ensure that Springfield has land appropriately zoned to encourage these opportunities.	
Policy E.33	Support and champion arts and culture to enhance economic development by partnering with the Springfield Arts Commission, Library, Museum, School District 19, Travel Lane County and community arts organizations that seek to increase the public's access to the visual, performing, literary, design and architectural arts by	

<sup>9</sup> Including but not limited to opportunities identified in the most recent Willamalane Comprehensive Plan.

	building partnerships across sectors, missions and levels of government, leveraging funds from diverse sources and programs.	
Implementation Strategy	33.1	Collaborate and partner with community arts organizations and the private sector on proposals and grant applications for projects that seek to increase and broaden the public's access to the arts.
Implementation Strategy	33.2	Support proposals that seek to establish art districts, events, arts education facilities, studios, performing arts programs, performance spaces, theaters, artist-in-residence programs, artist live-work residences and other initiatives that contribute to the emergence and growth of Springfield's creative economy.
Implementation Strategy	33.3	Explore and consider creating a "Percent for Art" program and/or other means to increase and broaden the public's access to the arts.
Implementation Strategy	33.4	Promote and celebrate Springfield's and the region's creative people who find success elsewhere and find bridges for them to contribute back to our community.
Policy E.34	Partner with local business and economic development organizations to develop and implement an on-going public relations campaign that will promote the region's economic identity and successes, both internally and externally.	
Policy E.35	Increase the potential for convention- and tourist-related economic activities to generate economic activity, especially in the service industries like retail, food services, and accommodations.	
Implementation Strategy	35.1	Assist with conference center development at a suitable site in Springfield with a goal of making it financially independent with self-sustaining operations.
Implementation Strategy	35.2	Encourage development of destination point projects (like the Springfield Museum Interpretive Center, Dorris Ranch Living History Farm and McKenzie River fishing and recreational activities) that draw visitors to the Springfield area from regional, national, and international areas.
Implementation Strategy	35.3	Identify, protect and enhance the factors that are likely to attract visitors to Springfield, especially Springfield's environmental quality and natural beauty (e.g. a well-designed wayfinding system).
Implementation Strategy	35.4	Promote Springfield's and the region's natural and cultural resources to enhance the cultural tourism within the region.
Policy E.36	Promote awareness and advocacy for Springfield's and the region's quality of life, that continues to support and attract investment and innovative entrepreneurial talent and builds on our dynamic and diverse economic community.	
Implementation Strategy	36.1	Support NEDCO's business incubator programs and the Downtown Springfield Main Street Program.
Implementation Strategy	36.2	Nurture and strengthen the diversity, quality and vigor of Springfield's physical, cultural, and educational environment as a fundamental source of the City's economic viability by encouraging minority-run businesses and economic entrepreneurship.

Policy E.37	Support sustainable businesses and practices. A sustainable business is any organization that participates in environmentally friendly or green activities to ensure that all processes, products, and manufacturing activities adequately address current environmental concerns while maintaining a profit, or businesses that “meet the needs of the present world without compromising the ability of the future generations to meet their own needs.” <sup>10</sup>	
Implementation Strategy	37.1	Foster a diverse sustainable economy by partnering locally with other organizations to explore opportunities and overcome vulnerabilities, incubate and coordinate projects and facilitate dialogue, action and education within the community.
Implementation Strategy	37.2	Promote and recruit businesses that produce sustainable products, have sustainable business practices, and/or have sustainable manufacturing processes.
Implementation Strategy	37.3	Support land use patterns that provide easy, multi modal transportation options to access services and reduce transportation costs.
Implementation Strategy	37.4	Consider adjusting development fees, prioritizing services or other incentives for development projects to recognize the benefits provided by projects that are certified as sustainable to nationally recognized standards (e.g., LEED buildings) as economically feasible.
Implementation Strategy	37.5	Consider providing incentives for development that use sustainable building materials or solutions (e.g. using permeable pavement) or use of renewable energy sources (e.g. solar or wind power).
Implementation Strategy	37.6	Consider future agricultural needs and economic opportunities to protect agricultural lands for production of local food when developing policies that will impact agricultural land outside of the Springfield UGB.
<b>Goal EG-5d</b>	<b>Be prepared—Contribute to development of the region’s physical, social, educational, and workforce infrastructure to meet the needs of tomorrow.</b>	
Policy E.38	Strengthen the coordination between infrastructure, planning and investments, land use, and economic development goals to prepare land and physical infrastructure, in a timely fashion, that is necessary to support business development and stimulate quality job creation.	
Policy E.39	Provide adequate infrastructure efficiently and distribute cost fairly.	
Policy E.40	Provide the services, infrastructure, and land needed to attract the identified industry clusters, especially where they can increase economic connectivity among businesses.	
Implementation Strategy	40.1	Coordinate capital improvement planning with land use and transportation planning to coincide with Springfield’s Economic Element.

<sup>10</sup> United Nations General Assembly (1987) [Report of the World Commission on Environment and Development: Our Common Future](#). Transmitted to the General Assembly as an Annex to document A/42/427 - Development and International Co-operation: Environment

Implementation Strategy	40.2	Provide the necessary public facilities and services as funds become available to foster economic development.
Implementation Strategy	40.3	Target resources for sites that provide prime opportunities for employment uses as a result of location, site size, or other significant site characteristics.
Implementation Strategy	40.4	Ensure that public private development agreements are in effect prior to financing public improvements to ensure cost recovery.
Implementation Strategy	40.5	Explore alternative funding mechanisms in addition to debt service that provide timely completion of ‘connecting’ public facilities (e.g. an unpaved block of a street or missing sections of sewer line).
Implementation Strategy	40.6	Make efficient use of existing infrastructure by promoting development, infill, re-use, and redevelopment for commercial and industrial uses and develop strategies and incentives to stimulate private investment that is resilient to downturns in the local economy.
Implementation Strategy	40.7	Continue to seek funding opportunities and public-private partnerships to construct key urban infrastructure elements that support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.
Implementation Strategy	40.8	Continue to provide development tools and incentives (such as Urban Renewal support) within targeted priority redevelopment areas as funds become available to facilitate expedient and economically feasible redevelopment.
Implementation Strategy	40.9	Develop and implement systems to monitor the supply of commercial and industrial lands. This includes monitoring commercial and industrial development (through permits) as well as land consumption (e.g. development on vacant, or redevelopable lands).
Implementation Strategy	40.10	Support development of citywide high-speed internet access and other telecommunications infrastructure systems with public and private providers.
Implementation Strategy	40.11	Provide information on infrastructure availability on a site-by-site basis so that developers can readily assess infrastructure availability on any given site.
Implementation Strategy	40.12	Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout Springfield and its Urban Growth Boundary are known, aggregated, ready to develop, and marketed.
Implementation Strategy	40.13	Continue to institute program management and process improvements that remove “silos” between the City’s comprehensive planning, infrastructure planning, capital improvement program, economic and community development, and development review functions to build more collaborative high performance planning and response teams.
Implementation Strategy	40.14	Inventory and evaluate underdeveloped sites and buildings (e.g. “zombie” buildings, brownfields, low-rent and non-compliant buildings) in an effort to assist business re-locations in a timely fashion.

Implementation Strategy	40.15	Continue to work with property and business owners to support expansion, upgrading and construction of “state-of-the art” business facilities.
Policy E.41	Support the growth and development of existing area businesses to achieve quality job creation.	
Implementation Strategy	41.1	Develop and implement an outreach strategy to determine how Springfield can assist the economic well-being of existing businesses. Opportunities for assistance may range from ensuring availability of on-street parking to providing assistance with the development process to forming public-private partnerships to promote local businesses.
Implementation Strategy	41.2	Encourage and support self-help methods and programs for business districts such as the formation of business associations and special self-assessment districts for parking and economic improvement.
Implementation Strategy	41.3	Pursue special projects and grant applications that provide support to local business and industry.
Implementation Strategy	41.4	Continue a City Council program to recognize, champion and award entrepreneurs and local small business accomplishments.
Policy E.42	Support the growth and development of our region’s work ready workforce and extend the benefits of a strong employment base equitably.	
Implementation Strategy	42.1	Work with local agencies to meet and sustain workforce needs, such as: training and education, job advancement, or local expansion of businesses that increase economic diversity and resiliency.
Implementation Strategy	42.2	Support the efforts of partner agencies to encourage local residents to develop skills and other educational attributes that enable them to obtain existing jobs.
Implementation Strategy	42.3	Offer internships and job shadowing educational opportunities for students to get involved in local government.
Implementation Strategy	42.4	Participate in regional efforts to support statewide and/or national workforce development strategic initiatives, such as the “Work Ready Communities” and “National Career Readiness” certification programs.
Implementation Strategy	42.5	Participate in and support efforts to provide appropriate training programs for portions of the resident population that have not benefitted in the past.
Policy E.43	Promote and build on the region’s transportation, distribution and logistics advantages.	
<b>Goal E-5e</b>	<b>Local Resilience— Support businesses and entrepreneurs that lead the city and region to greater economic independence, innovation, and growth of the traded sector economies.</b>	
Policy E.44	Expand the City’s partnerships with the University of Oregon, Lane Community College, Oregon State University and other education institutions to support the development of education and research facilities and programs into Springfield, to	

	bring new technologies and innovations to market, and to promote sustainable practices.	
Policy E.44	Encourage the formation and expansion of creative and technology based ventures by zoning land to allow for well configured and flexible incubator spaces.	
Policy E.45	Consider amendments to regulations that will increase predictability and flexibility for industrial site redevelopment and expansion.	
Implementation Strategy	45.1	Consider establishing a new general “Industrial” plan designation to support several different kinds of industrial development
Implementation Strategy	45.2	Consider establishing a new “Employment” plan designation and zone that allows a broader array of general industrial uses and develop updated buffering standards.
<b>Goal E-6</b>	<b>Encourage and facilitate community and stakeholder collaboration.</b>	
Policy E.46	Identify and include key stakeholder partners in planning efforts to encourage and facilitate redevelopment through public-private partnerships.	
<b>Goal E-7</b>	<b>Make development decisions predictable, fair and cost-effective.</b>	
Policy E.47	Enhance, maintain and market Springfield’s reputation for: rapid processing of permits and applications, maintaining City agreements and commitments, and providing developers with certainty and flexibility in the development process.	
Implementation Strategy	47.1	Continually improve development permitting processes to remove regulatory impediments to redevelopment as practical, provide efficient streamlining of permitting processes, create incentives for redevelopment, and provide flexible design standards (clear and objective track plus discretionary track) to build on the community’s strong reputation as a friendly, welcoming and business-friendly city.
Implementation Strategy	47.2	Develop business practices and tools to facilitate and streamline owner-initiated annexations in Glenwood and elsewhere.
Implementation Strategy	47.3	Streamline the regulatory processes to assist with site selection and development that meet market needs.

## **FINDINGS:**

1. The citizens of the Eugene-Springfield metro area have felt the burden of the financial crisis more so than in other counties and other states. The decline in local jobs, coupled with an increased demand for social services, is putting a strain on city, county and state programs. The Eugene-Springfield metro area unemployment rate in July 2009 was 12.5%, a 6 percentage point increase over 2008, which is slightly higher than the state unemployment rate of 11.9%. The decline in the availability of local jobs has put increased pressure on social services. The number of cases in the federal Temporary Assistance for Needy Families program for our local district has increased 18.5 percentage points over the past year. The number of applications for low-income housing in Lane County in 2008 increased 13 percentage points compared to the previous year. These programs are indicative that the economic crisis has significantly impacted our local economy and that the need for a regional, long-term plan is present. (JEO Staff report 9-14-09)
2. In 2008-2009, the City of Springfield conducted a Commercial and Industrial Buildable Lands Study with three components to comply with statewide planning Goal 9 and the Goal 9 rule (OAR 660-009): (1) a buildable lands inventory; (2) an economic opportunities analysis; and (3) an economic development strategy. The economic development strategy was used to guide development of the policies and implementation strategies in the Economic Element to implement the City's economic development vision. Decision makers and community members that participated in the Commercial and Industrial Buildable Lands Study and development of the Economic Opportunities Analysis agreed that economic growth is desirable over the planning period.
3. The employment forecast indicates Springfield will add 13,440 new employees between 2010 and 2030.
4. The economic opportunities analysis assumes that Springfield will have employment growth in a wide variety of businesses, from services and retail for residents to industrial development to medical services. The City wants to diversify its economy and attract higher wage and professional jobs.
5. In February 2010, the Springfield City Council — together with Eugene and Lane County Joint Elected Officials (JEO) approved the *Regional Prosperity Economic Development*

*Plan* framework for a regional economic development plan that will better position our regional economy to take advantage of economic opportunities that align with our area's assets and values.

6. The Springfield City Council and Lane County Board of Commissioner adopted the Springfield 2030 Economic Element, acknowledging Springfield's commitment to coordinating land use policies that will support the creation of economic opportunities that are closely aligned with our region's assets and values.
7. *Buildable Lands Inventory.* Springfield's Commercial and Industrial Buildable Lands Inventory identifies 3,415 acres that are designated for industrial and other employment use. About two-thirds of the land designated for employment within Springfield's UGB is considered developed and is not expected to redevelop over the 20 year planning period. Less than 15% of this land is buildable, unconstrained land. The majority of buildable, unconstrained employment land in Springfield has existing development on it that is expected to redevelop over the planning period. Springfield has a lack of buildable large sites, with one buildable site 20 acres and larger and 23 buildable sites in the five to 20 acre size range.
8. *Employment that will not require vacant land.* Springfield assumed that 46% of employment would not require vacant employment land. Springfield's assumptions about employment that will not require vacant land are as follows:
  - Fourteen percent of employment (1,918 employees) will locate in non-employment designations. These employees will include people with home occupations, working from home, and businesses that locate in residential or other non-employment designations. This assumption is based on the percent of employment located in non-employment designations in 2006. (Ref. EOA Appendix C and Table C-7)
  - Ten percent of new employment will locate in existing built space. (Ref EOA Appendix C and Table C-7)
  - Twenty-two percent of new employment will locate on potentially redevelopable land.
9. Springfield will be able to meet employment land needs on sites five acres and smaller within the existing UGB, through redevelopment, infill development, and employment uses on non-employment land (e.g., home occupations).

10. Redevelopment potential. The analysis of redevelopment potential and need for employment land in the EOA assumes that Springfield will have substantial redevelopment over the planning period. Consistent with City Council policies, the areas that are expected to have the most redevelopment are in Glenwood Urban Renewal District — especially along the Willamette Riverfront and Franklin/McVay corridor — and in the Downtown Urban Renewal District.
  - All land deficiencies for sites smaller than five acres are expected to be addressed through redevelopment of existing sites.
  - The majority of retail land needs are expected to be addressed through redevelopment.
  - The City will need to make strategic investments that support redevelopment and to continue supporting redevelopment through City plans and policies. For example, redevelopment in the City’s targeted Downtown and Glenwood areas will require substantial investments in public infrastructure to provide public facilities and remove the existing impediments to development.
11. Brownfields redevelopment. As development in Springfield consumes the supply of vacant lands, brownfields are becoming an increasingly important share of the land supply for growth of employment and commerce. Productive re-use of brownfields is integral to the City’s redevelopment goals.
12. OAR 660-009-0005 identifies environmental contamination as a development constraint that temporarily or permanently limits or prevents the use of land for economic development. The City’s Commercial and Industrial Buildable Lands Inventory did not deduct contaminated sites from the buildable lands inventory.
13. The high cost of brownfield investigation and clean-up continue to give greenfield sites a competitive advantage over brownfields. There is a significant gap in brownfield redevelopment feasibility without public intervention. Ultimately, achieving industrial redevelopment of brownfields may require incentives from government at the state and federal levels.
14. Citywide, industrial brownfield redevelopment issues lack adequate funding and programmatic responses. Many of these sites likely will they require more investment to become redevelopable than they are currently worth. Other sites are too small, have

complex constraints, or have high transaction costs for investors who are new to brownfield redevelopment. Currently, the City's does not have the resources to fund a Brownfield Program and can only rely on grant-funded programs to address a small percentage of these sites.

15. In 2012, the City — together with Eugene and Lane County — received a brownfield grant from the state that enables study and assessment of brownfield sites in portions of Springfield. This information will help the City determine industrial development/redevelopment feasibility on these Springfield sites. Springfield has many known brownfield sites that will require clean-up before the sites can be redeveloped. For example, a recent inventory conducted as part of the Springfield-Eugene-Lane County EPA grant work has identified 17 properties likely to be brownfields in the Glenwood area alone. The City expects that hundreds of properties along the Main Street corridor contain brownfields that will require clean-up before the sites can be redeveloped. These and other known contaminated sites are shown in the City's Contaminated Source Inventory map maintained by the City's GIS department.
16. Need for large sites. The employment land needs that may not be met within the UGB are for sites five acres and larger. The City has only one buildable site 20 acres or larger.
17. Availability of sites 20 acres and larger is important for attracting or growing large businesses, which are often traded-sector businesses. If the City does not have these large sites, there is little chance that the City will attract these types of businesses.
18. *Short-term land supply.* Based on the Goal 9 definition of short-term land supply and criteria for "engineering feasibility," all of the buildable land within the Springfield UGB is part of the short-term land supply, assuming that funding is available to extend services. The Goal 9 rule does not account for land availability, such as whether the landowner is willing to sell it or the owner is willing to redevelop it. The Goal 9 rule also does not account for differences in site characteristics, such as site size. As a result, developers may have difficulty finding developable land with specific site characteristics, such as large sites with highway access.
19. Springfield conducted Community Economic Development workshops on May 20, 2008 and July 31, 2008 to identify issues and themes for development of economic development objectives and strategies. The following table provides a summary of input received:

Summary of Input from the 2008 Springfield Economic Development Workshops	
Category	Issues and Themes
Jobs and the economy	<ul style="list-style-type: none"> <li>▪ Attract businesses that provide stable, living or family wage jobs that provide benefits</li> <li>▪ Recruit businesses that provide green or sustainable products</li> <li>▪ Lower the costs of doing business in the City, such as system development charges and permitting fees</li> <li>▪ Attract businesses to the City through the use of enterprise zones</li> </ul>
Sustainability and the environment	<ul style="list-style-type: none"> <li>▪ Balance environmental protection and greenfield development</li> <li>▪ Encourage green building practices for new development</li> <li>▪ Capitalize on opportunities to increase walkability and bicycling</li> </ul>
Land use and zoning	<ul style="list-style-type: none"> <li>▪ Balance the use of developing green-fields with redeveloping existing land and emphasizing infill</li> <li>▪ Encourage more efficient land uses, including higher density development where appropriate</li> <li>▪ Promote nodal development and mixed-use development, especially in downtown</li> <li>▪ Provide opportunities for high quality development along the riverfront</li> <li>▪ Reevaluate allowable uses, especially near schools</li> <li>▪ Consider parking and transportation needs when planning for new uses, especially in downtown</li> </ul>
Redevelopment	<ul style="list-style-type: none"> <li>▪ Focus on redevelopment in downtown and Glenwood.</li> <li>▪ Revitalize downtown through redevelopment and rehabilitation of old buildings</li> <li>▪ Promote re-use of vacant buildings in downtown</li> <li>▪ Keep a historical perspective when considering redevelopment</li> </ul>

Source: ECO Northwest Springfield Economic Development Objectives and Strategies

20. Economic development objectives and strategies that encourage transition to a greener economy can help strengthen the local economy by driving demand for locally provided products and services that conserve energy and reduce emissions. The need for research, design, development, manufacture and retrofit of cleaner, more energy efficient and more sustainable alternatives presents major economic opportunities.

Source: ECO Northwest

21. Oregon is home to some of the nation’s leading developers, builders, architects, engineers and product manufacturers in the green building industry. These businesses spread economic benefits to the community by creating “green collar” jobs — skilled and semi-skilled, well-paying jobs that contribute directly to preserving or enhancing environmental quality. For example, Oregon’s rapidly growing clean energy sector is

showing strong demand for trained workers, including solar installers and wind turbine technicians. *Source: ECO Northwest*

22. Efforts to retrofit buildings for energy performance, develop the next generation of biofuels, design new ways to package goods and meet countless other needs with more sustainable practices will create many new jobs. *Source: ECO Northwest*
23. A shift away from fossil fuels such as coal, petroleum and natural gas will add substantial indirect economic benefits. By redirecting energy dollars to pay for efficiency improvements and non-fossil fuel energy, businesses and residents will spend more money locally, expanding markets for locally produced products and services. *Source: ECO Northwest*
24. Springfield supports the establishment of a critical mass of clean energy firms, such as wind developers, photovoltaic manufacturers, biodiesel producers and energy efficiency consultants in our region. *Source: ECO Northwest*
25. Land use policies that foster higher density development and redevelopment along transit corridors and mixed use compact development patterns will allow more residents to meet their daily needs without driving and to reduce household transportation costs. A more substantial portion of those saved dollars can be spent in the local economy where they have economic multiplier effects. *Source: ECO Northwest*
26. With Springfield's and the region's workforce expected to grow, the need for job growth will become even more pressing. Given the role that location of employment plays in where people live and how much they drive, weak job growth in the city will drive demand for additional infrastructure spending, increase transportation costs for Springfield residents and undermine regional efforts in land use and climate action. *Source: ECO Northwest*
27. To affect economic development, any policy or action must affect a factor of production that influences business locations and job growth. Factors that have the most impact are labor, land, local infrastructure, access to markets and materials, agglomerative economies (clusters), quality of life and entrepreneurship. *Source: ECO Northwest*
28. The supply, cost, and quality of any of these factors are dependent upon national and global market forces that local government has no influence over. But they also depend on public policy, which can generally affect these factors of production through:

planning, regulation, provision of public services, taxes, and incentives. *Source: ECO Northwest*

29. The location decisions of businesses are primarily based on the availability and cost of labor, transportation, raw materials, and capital. The availability and cost of these production factors are usually similar within a region. Most economic development strategies available to local governments only indirectly affect the cost and quality of these primary location factors. *Source: ECO Northwest*
  
30. Local governments can most directly affect tax rates (within the bounds of Measures 5 and 50), the cost to businesses and quality of public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development are modest. Thus, most of the strategies available to local governments have only a modest affect on the level and type of economic development in the community. *Source: ECO Northwest*
  
31. Local governments in Oregon also play a central role in the provision of buildable land through inclusion in the Urban Growth Boundary, plan designation, zoning, and provision of public services. While providing buildable land for businesses to locate or expand is one of the most direct ways that the City of Springfield can affect the level and type of economic development, this action alone is not sufficient to guarantee economic development in the community. Market conditions must create demand for this land, and local factors of production must be favorable for business activity.
  
32. As part of Springfield’s Commercial and Industrial Buildable Lands Study, a range of potential economic development strategies were identified to inform policy development:

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**Potential Economic Development Strategies**

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Category/Policy	Description
<b>Land Use</b>	<b>Policies regarding the amount and location of available land and allowed uses.</b>
Provide adequate supply of land	Provide an adequate supply of development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Springfield.
Increase the efficiency of the permitting process and development codes and land use plans that are clear and concise. simplify city land-use policies	Take actions to reduce costs and time for development permits. Adopt

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## Potential Economic Development Strategies

Category/Policy	Description
<b>Public Services</b>	<b>Policies regarding the level and quality of public and private infrastructure and services.</b>
Provide adequate infrastructure to support employment growth	Provide adequate public services (i.e. roads, transportation, water, and sewer) and take action to assure adequate private utilities (i.e. electricity and communications) are provided to existing businesses and development sites.
Focused public investment	Provide public and private infrastructure to identified development or redevelopment sites.
Communications infrastructure	Actions to provide high-speed communication infrastructure, such as developing a local fiber optic network.
<b>Business Assistance</b>	<b>Policies to assist existing businesses and attract new businesses.</b>
Business retention and growth	Targeted assistance to businesses facing financial difficulty or thinking of moving out of the community. Assistance would vary depending on a given business' problems and could range from business loans to upgrades in infrastructure to assistance in finding a new location within the community.
Recruitment and marketing	Establish a program to market the community as a location for business in general, and target relocating firms to diversify and strengthen the local economy. Take steps to provide readily available development sites, an efficient permitting process, well-trained workforce, and perception of high quality of life.
Development districts (enterprise zones, renewal districts, etc.)	Establish districts with tax abatements, loans, assist with infrastructure, reduced regulation, or other incentives available to businesses in the district that meet specified criteria and help achieve community goals.
Business clusters	Help develop business clusters through business recruitment and business retention policies. Encourage siting of businesses to provide shared services to the business clusters, including retail and commercial services.
Public/private partnerships	Make public land or facilities available, public lease commitment in proposed development, provide parking, and other support services.
Financial assistance	Tax abatement, waivers, loans, grants, and financing for firms meeting specified criteria. Can be targeted as desired to support goal such as recruitment, retention, expansion, family-wage jobs, or sustainable industry.
Business incubators	Help develop low-cost space for use by new and expanding firms with shared office services, access to equipment, networking opportunities, and business development information. Designate land for live-work opportunities.
Mentoring and advice	Provide low-cost mentors and advice for local small businesses in the area of management, marketing, accounting, financing, and other business skills.
Export promotion	Assist businesses in identifying and expanding into new products and export markets; represent local firms at trade shows and missions.

## Potential Economic Development Strategies

Category/Policy	Description
<b>Workforce</b>	<b>Policies to improve the quality of the workforce available to local firms.</b>
Job training	Create opportunities for training in general or implement training programs for specific jobs or specific population groups (i.e. dislocated workers).
Job access	Provide transit/shuttle service to bring workers to job sites.
Jobs/housing balance	Make land available for a variety of low-cost housing types for lower income households, ranging from single-family housing types to multifamily housing.
<b>Other</b>	
Regional collaboration	Coordinate economic development efforts with the County, the State, and local jurisdictions, utilities, and agencies so that clear and consistent policies are developed.
Quality of life	Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.

Source: ECONorthwest.

33. According to Oregon Prospector, at the time Springfield’s EOA was prepared there are only nine sites in the Southern Willamette Valley with the following characteristics: 20 acres or larger, Project Certified, and within about five miles of I-5. The following counties have sites that match these characteristics: three sites in Marion County, one site in Benton County, two sites in Linn County, no sites in Lane County, and three sites in Douglas County. There are comparatively few large sites relatively near to I-5 available for development in the Southern Willamette Valley and no sites with these characteristics in the Eugene-Springfield area.
34. “Short-term supply” means suitable land that is ready for construction usually within one year of an application for a building permit or request for service extension. “Competitive Short-term Supply” means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.
35. Continued emphasis on investments in transit, infrastructure, housing and social service at the expense of economic development will not grow the local economy. Job growth requires explicit investments in retaining and growing firms, training workers, funding innovation and developing catalytic projects.

36. Springfield does not possess the resources to compete unsystematically in the global economy. A city of Springfield's size and attributes must be selective in how it competes for new business growth; limited economic development resources must be deployed in a manner that builds on the city's undeniable strengths.
37. Needed sites. The site needs analysis in Springfield's Commercial and Industrial Lands Inventory and Economic Opportunities Analysis (CIBL/EOA) identifies site needs in five types of buildings: warehousing and distribution, general industrial, office, retail, and other services. The characteristics of needed sites for each of these building types are described in CIBL/EOA, adopted as the Technical Supplement of this Economic Element. Characteristics of Needed Sites, including site needs for Springfield's target industries: manufacturing and large office employers are explained in CIBL/EOA Chapter 5 and Appendix C.
38. Industrial Land Preservation. Since adoption of the Metro Plan, wetlands were discovered in the Jasper Natron area. The presence of wetlands will affect development of this land, including the sites designated as Special Heavy Industrial (SHI) in the Metro plan diagram.