

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

- Changes shown since the Public Review Draft of June 13, 2023 are highlighted in blue

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.¹ 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.

¹ 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.²

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

² 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.³

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

³ 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.⁴

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.

⁴ 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

Goal LU-1 Enable informed local decision-making with a property-specific Springfield Comprehensive Plan Map that provides a solid visual understanding of existing plans and policies related to how land can be used within the Springfield UGB.

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).

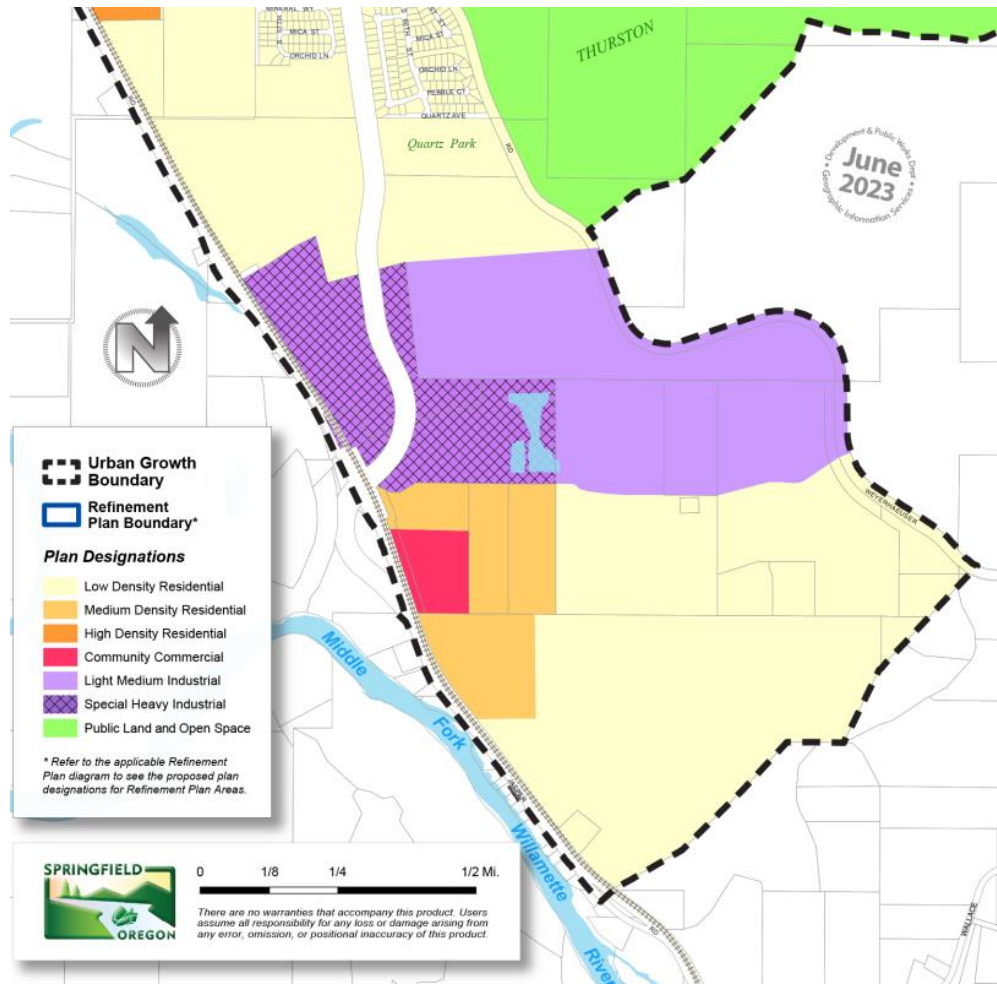
Once a plan designation boundary in this area is clarified and made specific, this option for flexibility will no longer apply to that boundary, as this policy is only intended for areas where ambiguity remains. Determinations of specific plan designation boundaries must meet the following criteria:

- 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.⁵
- 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).⁶
- 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.

⁵ 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.

⁶ 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.⁷
- 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.⁸

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.

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

⁷ 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.

⁸ 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](#).

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.

2

RESIDENTIAL LAND USE & HOUSING ELEMENT

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*.

HG-2 Foster Housing Choice and Affordability

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.

HG-3 Encourage Housing Diversity & Quality Neighborhoods

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 Space²⁷ 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 Space²⁸ 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 also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g. ridgeline trail systems).

²⁷ In 202X, 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" (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX).

²⁸ 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 lands²⁹” – 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

²⁹ 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 Supplement³⁰ 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.³¹ 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

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

³¹ 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). –³²

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.³³ 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.³⁴ 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.³⁵ 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.³⁶

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

³³ Springfield Ordinance 6361, Lane County Ordinance PA 1304, Exhibit A-2

³⁴ *Springfield Commercial and Industrial Land Inventory and Economic Opportunities Analysis*, 2015

³⁵ 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.

³⁶ 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.³⁷ 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 processes³⁸ 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.

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

³⁸ 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 buildable³⁹ 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.

³⁹ 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
Plan Designations & Applicable Zoning-Land Use Districts**

<u>Metro Springfield Comprehensive Plan Designation</u>	<u>Springfield Zoning-Land Use District(s) Applicable Before Annexation</u>	<u>Springfield Land Use Zoning District(s) Applicable After Annexation</u>
Urban Holding Area — Employment	Agriculture — Urban Holding Area (AG) <u>Zoning-Land Use</u> District	Employment <u>zoning-land use districts</u> such as: Employment Mixed Use ⁴⁰ Campus Industrial
Special Heavy Industrial Light Medium Industrial	Urbanizable Fringe Overlay District (UF-10)	Special Heavy Industrial ⁴¹ Light Medium Industrial
Commercial	Urbanizable Fringe Overlay District (UF-10)	Community Commercial
Low Density Residential Medium Density Residential High Density Residential	Urbanizable Fringe Overlay District (UF-10)	Low-Density Residential R-1 Small Lot Residential ⁴² Medium-Density Residential R-2 High-Density Residential R-3
Glenwood Refinement Plan: Residential Mixed Use Glenwood-Commercial Mixed Use Glenwood-Office Mixed Use Glenwood-Employment Mixed Use	Urbanizable Fringe Overlay District (UF-10) and Glenwood Riverfront Mixed-use Plan District	Glenwood Residential Mixed Use Glenwood Commercial Mixed Use Glenwood Office Mixed Use Glenwood Employment Mixed Use
Glenwood Refinement Plan: Low Density Residential	Urbanizable Fringe Overlay District (UF-10)	Low-Density Residential R-1 Special Density Residential ⁴³
Glenwood Refinement Plan: Light Medium Industrial	Urbanizable Fringe Overlay District (UF-10)	Light Medium Industrial ⁴⁴
Glenwood Refinement Plan: Parks and Open Space	Public Land and Open Space (PLO)	Public Land and Open Space (PLO)
Public Land and Open Space Public Semi-Public	Public Land and Open Space (PLO)	Public Land and Open Space (PLO)
Natural Resource	Agriculture — Urban Holding Area (AG) <u>Zoning-Land Use</u> District	Natural resource protection <u>zoning-land use districts</u> such as: Natural Resource Public Land and Open Space
Government and Education	Public Land and Open Space (PLO) ⁴⁵	Public Land and Open Space (PLO)

⁴⁰ Zoning to be determined through subsequent Springfield 2030 Comprehensive Plan or refinement plan updates.

⁴¹ Ibid.

⁴² ~~Ibid.~~

⁴³ 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.

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

⁴⁵ ~~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-sector⁴⁶ 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.⁴⁷ 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

⁴⁶ ORS 285A.010(9)

⁴⁷ 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:⁴⁸

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	139.4 gross acres (includes right of way)	193	132.1 suitable acres	North of Gateway/International Way, east of I-5
Mill Race District UHA-E	133 gross acres (includes right of way)	135	125 suitable acres	South of Main Street, via South 28 th and M Streets

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 Area⁴⁹ 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.

⁴⁸ Springfield Ordinance 6361, Lane County Ordinance PA1304, Exhibit A-2

⁴⁹ 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)	53	53	North of Gateway/International Way, east of I-5

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 nd 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 hazards⁵⁰ 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;

⁵⁰ 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 County⁵¹, 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

⁵¹ 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. City prepares Plan Amendment to address all applicable Statewide Planning Goals (e.g. amended or new refinement plan or district plan), Metro Plan and 2030-Springfield Comprehensive Plan policies and Springfield Development Code standards.</p>	<p>1. Applicant submits request to City to initiate amendments to Transportation System Plan and Public Facilities and Services Plan, and other city actions that may be required prior to plan amendment approval.</p>
<p>2. City and Lane County approve Plan Amendment to amend Metro Plan and Springfield Comprehensive Plan <u>Map</u>. UHA-E designation is replaced with employment plan designations (e.g. Employment, Employment Mixed Use, Campus Industrial, Industrial). AG land use district zoning remains in effect until Master Plan and new land use districts zoning are approved.</p>	<p>2. Applicant prepares and submits Plan Amendment application to address all applicable Statewide Planning Goals, Metro Plan and 2030-Springfield Comprehensive Plan policies, and Springfield Development Code standards. Applicant proposes employment plan designations (e.g. Employment, Employment Mixed Use, Campus Industrial, Industrial).</p>
<p>3. City prepares and approves Zoning Map Amendment to apply new zoning-land use districts (e.g. Industrial, Campus Industrial, Employment Mixed Use, Employment). Land is planned and zoned and eligible for annexation.</p>	<p>3. City and Lane County approve Plan Amendment to amend Metro Plan and Springfield Comprehensive Plan. UHA-E designation is replaced with employment plan designations (e.g. Employment, Employment Mixed Use, Campus Industrial, Industrial). AG land use district zoning remains in effect until Master Plan and new land use districts zoning are approved.</p>
<p>4. Applicant prepares and submits Master Plan and annexation applications with demonstration of key urban service provision.</p>	<p>4. Applicant prepares and submits Master Plan with proposed land use district zoning and demonstration of key urban services provision. Applicant submits annexation application.</p>
<p>5. City approves Master Plan and annexation.</p>	<p>5. City approves Master Plan and Zoning Map Amendment and annexation.</p>
<p>6. Applicant submits Site Plan, Subdivision etc. Type II development applications.</p>	<p>6. Applicant submits Site Plan, Subdivision etc. Type II development applications.</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.

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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.⁵² 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

⁵² 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 manufacturing⁵³ 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.

⁵³ 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.