

SPRINGFIELD ORDINANCE HISTORY

AS CITED IN THE PREFACE

ORDINANCE 6268; ADOPTED JUNE 20, 2011

Amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) to Adopt the Springfield 2030 Refinement Plan Residential Land Use and Housing Element and to Establish a Separate Springfield Urban Growth Boundary Pursuant to ORS 197.304.

ORDINANCE 6288; ADOPTED MARCH 18, 2013

Amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) by Adopting a New Metro Plan Boundary that is Coterminous with the City of Springfield Urban Growth Boundary East of Interstate 5; and Adopting Savings and Severability Clauses.

ORDINANCE 6303; ADOPTED NOVEMBER 4, 2013

Adopting the 2012 Willamalane Park and Recreation Comprehensive Plan as a Refinement Plan of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) for Application within the Area of Planning Jurisdiction of the City of Springfield and Adopting a Severability Clause.

ORDINANCE 6314; MARCH 11, 2014

Adopting the 2035 Springfield Transportation System Plan (TSP) as a Refinement Plan of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) for Application within the Area of Planning Jurisdiction of the City of Springfield and Adopting a Severability Clause.

ORDINANCE 6361; DECEMBER 5, 2016

An Ordinance Amending the Springfield Urban Growth Boundary; the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Text and Diagram to Amend the Metro Plan Boundary, Adopt the Springfield 2030 Comprehensive Plan (2030 Plan) Economic and Urbanization Policy Elements and Assign Plan Designations to Newly Urbanizable Lands, the Springfield Zoning Map to Assign New Zoning; the Springfield Development Code to Add Sections 3.2-915-3.2-930 Establishing the Agriculture-Urban Holding Area Land Use Zoning District (AG); Adopting a Severability Clause; and Providing an Effective Date.

ORDINANCE 6413; JANUARY 21, 2020

An Ordinance Amending the City of Springfield 2035 Transportation System Plan, Adopting a Severability Clause, and Providing an Effective Date.

ORDINANCE 6440; MAY 16, 2022

An Ordinance Amending the Springfield 2030 Comprehensive Plan Residential Land Use and Housing Element and Economic Element to Conform the Plan with new Requirements in State Land Use Statutes and Regulations Related to Middle Housing and Affordable Housing Development, Adopting a Severability Clause, and Providing an Effective Date.

*Note: The elements of this Plan and their contents were adopted on different dates and as different ordinances as shown above and as described in the preface (p. iii).





*Note: Volume 2 is a separate document (technical supplement) as described in the preface (p. iii).



PLAN &
WHAT THIS
PLAN DOES

Note: This preface is not an adopted part of the Springfield Comprehensive Plan. The purpose of this preface is to orient users of the Springfield Comprehensive Plan to the Plan's adopted elements. Adoption of additional elements that apply exclusively to Springfield will occur in separate steps over time.

OVERVIEW

Where we live, where we work, how we move to get to these places, and how we grow as a city matters. The Springfield Comprehensive Plan (Plan, Comprehensive Plan) is a tool essential for ensuring that these experiences are the best that they can be for those who live in, work in, or visit Springfield today and for years to come. Though this Plan is a State-required plan, it serves as a framework for sound decision-making at the local level about Springfield's resources with a focus on:

- Economic Development
- Residential Land Use & Housing
- Recreation
- Transportation
- Urbanization

These focal areas, presented as Elements of this Plan, guide the process for making the community's vision of where Springfield is headed during the 2010-2030¹ period a reality. Within each Element are goals that are measurable and actionable to ensure that we are on the right track to achieving the high quality outcomes that the community desires and delivers.

REGULATORY CONTEXT & RELATIONSHIP TO OTHER PLANS

From tackling issues of statewide concern to questions about development options for a particular property, land use planning in Oregon is comprehensive and coordinated. State

¹ The Springfield 2035 Transportation System Plan has a planning horizon that reaches the year 2035.

requirements, regional planning efforts, and local plans specific to Springfield direct decisions about the best reuse of developed sites and the appropriate use of undeveloped land.

Statewide

Oregon's <u>Statewide Planning Goals</u> and associated regulations (Statutes and Administrative Rules) reflect a statewide strategy to develop cities inside the boundaries of its urban areas while managing resource areas outside these boundaries. Cities establish Urban Growth Boundaries (UGBs) to provide enough land within the UGB to meet estimated needs for housing and employment growth for successive, 20-year periods.

Springfield's Comprehensive Plan guides land use within its UGB. Oregon law requires cities to adopt comprehensive plans that are consistent with the Statewide Planning Goals. The goals and policies of the Springfield Comprehensive Plan must show how they ensure that proposed land use actions in Springfield will be consistent with the Statewide Planning Goals. If a land use action is consistent with a city's comprehensive plan, by extension the action should also meet the applicable Statewide Planning Goals.

Regional

Together, Springfield, Eugene, and Lane County engage in regional comprehensive planning. This process continues to evolve. A single comprehensive plan once applied to the entire region: the Eugene-Springfield Metropolitan Area General Plan (Metro Plan), and Springfield and Eugene previously shared a regional UGB. In 2007, the Oregon Legislature enacted ORS 197.304, also known as House Bill 3337, which was the impetus for Springfield to establish a UGB separate from Eugene's and to begin to create a Springfield-specific comprehensive plan.

Despite the goals and policies of land use planning in Springfield becoming more city-specific, the Metro Plan policies still inform regional land use planning. The User Guide section (p. iii) explains how to use the Springfield Comprehensive Plan alongside other plans and requirements, which aim to complement and reinforce one another in a consistent way.

Local

The Springfield Comprehensive Plan not only implements legal requirements set by the State—it is the foundation for shaping Springfield's future. The Elements of this Plan reflect a deep understanding of Springfield's conditions at the time of their development and an extensive effort to seek public input prior to Plan adoption. The result is a set of goals, policies, and implementation actions that chart a course for Springfield's future. Creating a city-specific comprehensive plan followed a multi-year, multi-part timeline:

- 2011: Springfield 2030 Residential Land Use & Housing Element and separate UGB for Springfield adopted by City of Springfield and Lane County²
- 2013: 2012 Willamalane Park and Recreation Comprehensive Plan adopted as

² Springfield Ord. 6268 and Lane County Ord. PA 1274 pursuant to ORS 197.304

- a refinement to the Metro Plan by City of Springfield and Lane County³ and Metro Plan Boundary made coterminous with the Springfield UGB as adopted by City of Springfield, City of Eugene, and Lane County⁴
- 2014: City of Springfield 2035 Transportation System Plan adopted to serve as Springfield's local Transportation System Plan as adopted by City of Springfield and Lane County⁵
- 2016: Springfield 2030 Economic and Urbanization Elements adopted by City of Springfield and Lane County and Springfield UGB expanded by City of Springfield and Lane County designating land for employment, public facilities, parks/open space, and natural resources⁶
- 2020: City of Springfield 2035 Transportation System Plan amended⁷

The Economic Element (p. 1), Residential Land Use & Housing Element (p. 27), and the Urbanization Element (p. 43) refer to a "Springfield 2030 Comprehensive Plan." Though "2030" is not in the title of the Springfield Comprehensive Plan to account for differing planning horizons of other Elements, the text of these three separate Elements remains unchanged since their adoption in 2011 and 2016. The Springfield Comprehensive Plan will continue to see updates over time to adapt to Springfield's ever-changing needs and capacity to serve those who depend on Springfield as a place to live, work, and enjoy. The next section expands on the dynamic use of this Plan and how the Plan's Elements apply to Springfield.

USER GUIDE

This Plan is a resource that steers agencies and the public to relevant information as they work to navigate specific issues and identify solutions. This Plan is also a policy document that the City must follow when coordinating the delivery of services and when considering many decisions about land use.

The Plan contains two volumes. Volume 1 presents the goals and policies of the Economic, Residential Land Use & Housing, and Urbanization Elements. The other Elements within Volume 1 provide a digital link to separate documents that identify Recreation and Transportation goals and related actions. Volume 2 provides detailed, technical analyses that informed the creation of the content in Volume 1. The Elements of Volume 1 contain goals, and/or policies, and/or other actions. As defined in the Metro Plan, goals and policies are:

Goal: A broad statement of philosophy of the jurisdictions to which the goal applies. A goal describes the hopes of the people of the community for the future of the community. A goal may never be attainable but is used as a point to strive for.

³ Springfield Ord. 6303 and Lane County Ord. PA 1302

⁴ Springfield Ord. 6288, Eugene Ord. 20511, and Lane County Ord. PA 1281

 $^{^{\}rm 5}$ Springfield Ord. 6314 and Lane County Ord. PA 1303

⁶ Springfield Ord. 6361 and Lane County Ord. PA 1304

⁷ Springfield Ord. 6413 and Lane County Ord. PA 1359

Policy: A statement adopted as part of the Metro Plan to provide a consistent course of action for the jurisdictions to which the policy applies, moving the community toward attainment of its goals.

Each adopted Element further explains the role of the goals and policies as they specifically relate to the Element. The goals within the Plan Elements are not achieved separately; they all work together and require balancing when basing decisions on policies and planning priorities that translate to the physical outcomes we see on the ground today.

Applying the Plan

The Elements of the Springfield Comprehensive Plan do not all relate to the Metro Plan in the same way. In the instance of an inconsistency between the policies of the Metro Plan and the Springfield Comprehensive Plan, the applicable comprehensive plan is the prevailing policy document.⁸ The **Economic** and **Urbanization** Elements of the Springfield Comprehensive Plan supplant the Economic and Urban and Urbanizable Elements of the Metro Plan.⁹

The goals, policies, and implementation actions in the Springfield **Residential Land Use & Housing Element** are consistent with and carry out the Metropolitan Residential Land Use and Housing Element. The policies in the Residential Land Use & Housing Element of the Springfield Comprehensive Plan supplement, refine, and support the Residential Land Use and Housing policies of the Metro Plan but do not replace those policies. In adopting its city-specific Residential Land Use & Housing Element, Springfield made it clear that the regional goals and policies in the Metropolitan Residential Land Use and Housing Element would continue to apply to Springfield.

The **Recreation** Element of the Springfield Comprehensive Plan is the Willamalane Park and Recreation Comprehensive Plan. Together with the Metro Plan, the Willamalane Park and Recreation Comprehensive Plan identifies future needs for parks, natural areas, recreation facilities, programs and services in the Willamalane Park and Recreation District's service area.¹³

The **Transportation** Element of the Springfield Comprehensive Plan is the Springfield 2035 Transportation System Plan. Together with the Metro Plan, the Springfield 2035 Transportation System Plan helps Springfield accommodate new growth and maintain and rebuild transportation infrastructure consistent with a long-term, 20-year vision.¹⁴

9 Metro Plan, p. II-E-1 and p. III-B-1

⁸ Metro Plan, p. I-5

¹⁰ Springfield Residential Land Use & Housing element, p. 27

¹¹ Springfield Residential Land Use & Housing Element, p. 28

¹² Metro Plan, p. III-A-1

¹³ Park and Recreation Comprehensive Plan (October 2012), p. 1

¹⁴ Springfield 2035 Transportation System Plan, p. 1

This Plan is meant to be a readily-available reference that is used and reviewed to determine if Springfield is achieving its goals. This Plan is also one that will not remain static. It will change as it becomes fully developed with the adoption and refinement of policies that apply specifically to Springfield. Most importantly, it can change as Springfield's needs change.



OVERVIEW

The Springfield 2030 Comprehensive Plan (2030 Plan) is currently being developed as Springfield's new land use comprehensive plan policy document applicable to Springfield's jurisdictional area of the Metro Plan. The purpose of this Economic Element is to identify the goals, objectives, policies, implementation actions and findings that the City of Springfield, in cooperation with Lane County, has adopted to provide an adequate land supply for economic development and employment growth in compliance with Statewide Planning Goal 9, Economic Development.

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

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

The Economic Element identifies Springfield's preferred land use strategies to support industrial and other employment ¹⁵ development opportunities in the community. The City conducted a

¹⁵ As defined in Oregon Administrative Rule 660-009-0005: "Other Employment Use" means all non-industrial employment activities including the widest range of retail, wholesale, service, non-profit, business headquarters, administrative and governmental employment activities that are accommodated in retail, office and flexible building types. Other employment uses also include employment activities of an entity or organization that serves the medical, educational, social service, recreation and security needs of the community typically in large buildings or multi-building campuses.

Commercial and Industrial Land Needs study in 2008-2009 to update the community's economic patterns, potentialities, strengths and deficiencies as they relate to state and national trends. The work product of the study — the City of Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (August 2015) prepared for the City of Springfield by ECONorthwest — is adopted as the Technical Supplement to the Economic Element. Economic development issues identified in the draft Springfield Economic Development Plan (2006) were incorporated into the analysis and strategies. Input was received from citizens, stakeholder groups, commissions and elected officials through a citizen involvement process that included a Commercial and Industrial Buildable Lands (CIBL) Stakeholder and Technical Advisory Committees, online public survey, visioning workshops, work sessions, open houses and public hearings conducted between 2008 and 2016.

RELATIONSHIP TO THE METRO PLAN, FUNCTIONAL PLANS & REFINEMENT PLANS

The Springfield Comprehensive Plan Economic Element establishes the comprehensive plan policies and land use regulations applicable to lands within Springfield's Urban Growth Boundary that are designated for commercial and industrial uses. The Economic Element was adopted as an amendment to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) by the City of Springfield and Lane County as a city-specific comprehensive plan policy element to independently address a planning responsibility that was previously addressed on a regional basis in the Metro Plan. The Economic Element goals, policies and implementation actions replace the more general Metro Area-wide goals, findings and policies contained in Metro Plan Economic Element Chapter IIIB. The Springfield Comprehensive Plan elements — including this Economic Element — explicitly supplant the relevant portion of the Metro Plan. Should inconsistencies occur between the Springfield Comprehensive Plan and a refinement or functional plan, or references in the Springfield Development Code that refer to Metro Plan policies, the Springfield Comprehensive Plan is the prevailing policy document.¹⁷

The Economic Element provides policy direction for updating and amending refinement plans, zoning, and development regulations to address the community's commercial, industrial and other employment development needs. As Springfield implements this element — through future adoption of updates to land use refinement plans at the city-wide, district, corridor, and neighborhood scales, and through the review of property owner-initiated plan amendment or zoning proposals—the City shall continue to analyze the suitability and capacity of the existing commercial, industrial and other employment designations in terms of location, intensity and mix of uses, design, and infrastructure. Based on more detailed and specific levels of analysis, the City shall amend the Springfield 2030 Comprehensive Plan and Metro Plan diagram as necessary.

The plan diagram and neighborhood refinement plans identify the geographic locations and describes the physical characteristics of Springfield's existing commercial, industrial and mixed use

¹⁶ 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.

¹⁷ 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.

districts. Refinement plans provide guidance for implementing Economic Element policies by establishing new districts or zones, by refining existing districts or zones, and by establishing criteria for mixing land uses within a zone or development area to achieve Springfield's economic development objectives.

COORDINATION WITH METRO AREA ECONOMIC DEVELOPMENT GOALS

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

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

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

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

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

SPRINGFIELD ECONOMIC DEVELOPMENT PLANNING GOALS

- EG-1 Broaden, improve and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield's natural heritage.
- EG-2 Support attainment of the Regional Prosperity Economic Development Plan¹⁸ goals for creating new metropolitan area jobs in the chosen economic opportunity areas, increasing the average annual wage and reducing unemployment.
- EG-3 Strengthen and maintain strong, connected employment centers and economic corridors to support small, medium and large businesses.

¹⁸ Regional Prosperity Economic Development Plan — approved by the Springfield, Eugene and Lane County Joint Elected Officials (JEO) in February 2010

- EG-4 Establish, strengthen and maintain viable commercial centers to improve the community's access to goods and services.
- EG-5 Support the development of emerging economies guided by the following principles:19
 - **a.** Healthy Living— Champion businesses and entrepreneurs that promote a healthy, safe, and clean community while enhancing, protecting, and making wise use of natural resources.
 - **b.** Ideas to Enterprise— Encourage a culture of entrepreneurship and re-investment into the local community.
 - **c.** Regional Identity— Create a strong economic personality that celebrates our region's attributes and values.
 - **d.** Be Prepared— Contribute to development of the region's physical, social, educational, and workforce infrastructure to meet the needs of tomorrow.
 - **e.** Local Resilience—Support businesses and entrepreneurs that lead the city and region to greater economic independence, innovation, and growth of the traded sector economies.
- EG-6 Encourage and facilitate community and stakeholder collaboration.
- EG-7 Make development decisions predictable, fair and cost-effective.

¹⁹ Ibid

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

SPRINGFIELD ECONOMIC DEVELOPMENT POLICIES & IMPLEMENTATION STRATEGIES

Goal EG-1	Broaden, improve and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield's natural heritage.	
Policy E.1*	Designate an adequate supply of land that is planned and zoned to provide sites of varying locations, configurations, size and characteristics as identified and described in the Economic Opportunity Analysis ²⁰ to accommodate industrial and other employment over the planning period. These sites may include vacant undeveloped land; partially developed sites with potential for additional development through infill development; and sites with redevelopment potential.	
Implementation Strategy	1.1	Amend the UGB, Metro Plan diagram and text to add 223 acres of suitable employment land ²¹ to accommodate employers requiring sites larger than 20 acres. Preserve suitable sites for future development by creating and applying the "Urban Holding Area - Employment" (UHA – E) plan designation and the "Agriculture – Urban Holding Area" zone to the sites as described in the Urbanization Element and Springfield Development Code.
Implementation Strategy	1.2	Continue to conduct focused neighborhood, district, and corridor refinement planning processes that engage the community to identify sites with potential for infill and redevelopment; and work collaboratively to update planning and zoning to support job creation and more efficient land use.
Implementation Strategy	1.3	Encourage and support redesignation, rezoning, environmental clean-up and redevelopment of brownfields and older industrial sites to allow these lands to redevelop with clean industries and new uses, especially when located in the Willamette Greenway, floodplain, adjacent to waterways and high value wetlands, and in Drinking Water Protection Zones 1-2 Year TOTZ areas. Provide information to businesses to encourage and facilitate environmental remediation, relocation, and/or redevelopment of these sites.

^{*} For the purpose of affordable housing development, ORS 197.308 (adopted by Senate Bill 8 in 2021), ORS 197.311 (amended by House Bill 2008 in 2021), and ORS 197.748 (adopted by House Bill 3261) override comprehensive plan provisions. These statutes generally define affordable housing as housing made affordable to households with income that is a specified percentage of area median income, whose affordability is enforceable for a period specified in the statute. These state laws compel the City of Springfield to approve affordable housing developments, including within properties designated for employment uses, notwithstanding any conflicting comprehensive plan policy or provisions. Thus, the code provisions adopted by Ordinance 6443 demanded by statute, override any conflicting comprehensive plan policy or provision.

²⁰ Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis Final Report, August 2015

²¹ As described in the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis Final Report, August 2015

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Policy E.2	"(UHA	Establish minimum parcel sizes within the "Urban Holding Area - Employment "(UHA – E) designated areas to reserve suitable parcels 20 acres or larger and suitable parcels larger than 50 acres.		
Implementation Strategy	2.1	Preserve large (20 acres or greater) Heavy Industrial, Light Industrial, Campus Industrial, Employment Mixed-Use and Commercial Mixed-Use sites for industrial and other employment uses that require large sites, while allowing redesignations that allow limited supporting retail uses (e.g., food and beverage) within the building to support the primary employment use.		
Policy E.3*	deve Grow	Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout Springfield and its Urban Growth Boundary that are designated for employment use are preserved for future employment needs and are not subdivided or used for non-employment uses.		
Policy E.4	resid throu	Expand industrial site opportunities by evaluating and rezoning commercial, residential, and industrial land for the best economic return for the community through the process of City refinement planning, review of owner-initiated land use proposals, expanding the urban growth boundary, and other means.		
Implementation Strategy	4.1	Conduct a comprehensive review of Springfield's industrial and commercial land use plan designations and zoning districts (SDC 3.2-305 and 3.2-405) and schedule of use categories (SDC 3.2-310 and 3.2-410) to identify potential updates that may be better aligned with the land, real estate and development requirements of modern industry and commerce to ensure that Springfield has sites and conditions favorable for industry and commerce to operate efficiently.		
Implementation Strategy	4.2	Update the Development Code to create more zoning flexibility for developing industrial or business parks to support clustering of related or complementary businesses.		
Implementation Strategy	4.3	Establish an "Employment Mixed-Use" plan designation to allow secondary supporting land uses in walkable employment centers served by multiple modes of transportation to support the goals of compact urban development.		
Implementation Strategy	4.4	Prepare or update refinement, corridor and district plans to create more opportunities for mixed land uses. Prioritize planning for mixed-use development that includes retail, office commercial, and multifamily housing in downtown, Glenwood, along the Main Street corridor and along the Downtown to Gateway transit corridor.		
Implementation Strategy	4.5	Continue to support policies and develop implementation tools to encourage economically feasible mixed-use development and nodal development in Springfield's downtown, Glenwood, and in mixed-use nodes in locations identified through the refinement planning process.		

^{*} For the purpose of affordable housing development, ORS 197.308 (adopted by Senate Bill 8 in 2021), ORS 197.311 (amended by House Bill 2008 in 2021), and ORS 197.748 (adopted by House Bill 3261) override comprehensive plan provisions. These statutes generally define affordable housing as housing made affordable to households with income that is a specified percentage of area median income, whose affordability is enforceable for a period specified in the statute. These state laws compel the City of Springfield to approve affordable housing developments, including within properties designated for employment uses, notwithstanding any conflicting comprehensive plan policy or provision. Thus, the code provisions adopted by Ordinance 6443 demanded by statute, override any conflicting comprehensive plan policy or provision.

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Implementation Strategy	4.6	Encourage co-location of residential and commercial uses in existing buildings by developing resources to make available financial assistance for necessary building upgrades to meet requirements in the building code, such as improvements to meet seismic standards.		
Implementation Strategy	4.7	Increase opportunities for siting employment centers where they can be efficiently served by multiple modes of transportation.		
Policy E.5	econd suitab buildi mean to acc	de an adequate, competitive short-term supply of suitable land to respond to omic development opportunities as they arise. "Short-term supply" means ble land that is ready for construction within one year of an application for a nag permit or request for service extension. "Competitive Short-term Supply" is the short-term supply of land provides a range of site sizes and locations commodate the market needs of a variety of industrial and other byment uses.		
Implementation Strategy	5.1	Continue to add to the City's short-term supply of land through provision of urban services as resources become available and though annexation and other agreements as described in the Urbanization Element and Springfield Development Code.		
Policy E.6	of lan	tate short term and long term redevelopment activity and increased efficiency d use through the urban renewal program, updates to refinement plans ne development review process.		
Policy E.7	sites	Where possible, concentrate development on sites with existing infrastructure or on sites where infrastructure can be provided relatively easily and at a comparatively low cost.		
Policy E.8	Continue implementing the Downtown District Plan and Implementation Strategy adopted in 2010 to guide revitalization and redevelopment in downtown as resources are available.			
Implementation Strategy	8.1	Encourage employers to locate in downtown Springfield, when appropriate.		
Implementation Strategy	8.2	Amend the Downtown Refinement Plan and Downtown Mixed Use Zone to create new capacity and support for downtown employment uses that use land more efficiently and minimizes the costs of providing infrastructure.		
Implementation Strategy	8.3	Amend infrastructure plans as necessary to include the infrastructure and services that businesses need to operate in downtown Springfield.		
Implementation Strategy	8.4	Develop programs to promote investments in existing buildings to make downtown more attractive, (e.g., the Urban Renewal and Main Street programs).		
Implementation Strategy	8.5	Develop a marketing strategy to attract businesses to downtown Springfield — including ways to make available low cost assistance to businesses moving to downtown.		
Implementation Strategy	8.6	Continue to partner with TEAM Springfield partners to identify and implement short term and long term actions to revitalize downtown.		
Implementation Strategy	8.7	Collaborate with Springfield Utility Board and other service providers to minimize cost of upgrading and modernizing downtown infrastructure.		
Implementation Strategy	8.8	Continue to leverage and expand Downtown Springfield as the City's civic and government center by promoting, investing and seeking opportunities to locate new federal, state and local civic buildings in Downtown or, — if Downtown sites are not readily available — in locations with excellent transit connections to or through Downtown.		

Policy E.9	Encourage and facilitate redevelopment of Glenwood as a mixed use housing, employment and commercial center.		
Implementation Strategy	9.1	Continue to support redevelopment of sites in Glenwood through planning, key investments, innovative development standards, and focused activity through the Springfield Economic Development Agency (SEDA), the Glenwood Urban Renewal Plan, the Glenwood Refinement Plan and the Glenwood Riverfront Plan Mixed-Use Plan District.	
Implementation Strategy	9.2	Provide the public infrastructure and services necessary for development in Glenwood, as funds allow.	
Implementation Strategy	9.3	Coordinate economic development in Glenwood with regional and State economic development efforts.	
Implementation Strategy	9.4	Assist economic development in Glenwood through techniques such as optioning land, land assembly, and cooperative development agreements to assist developers with land assembly issues.	
Implementation Strategy	9.5	Recruit anchor institutions, such as academic and health care institutions to locate in Springfield. Recruit to establish a University of Oregon anchor land use in Glenwood to stimulate private investment in redevelopment of vacant or neglected sites.	
Implementation Strategy	9.6	Implement the Glenwood Riverfront District/Franklin Corridor District Plan and Phase One plan amendments adopted in 2012.	
Policy E.10	Continue to provide public policy and financial support when possible for redevelopment in Springfield. Through the annual Goal-setting process, the City Council shall identify redevelopment target areas.		
Implementation Strategy	10.1	Continue to conduct focused refinement planning in key redevelopment areas, as directed by the City Council, and as resources are available.	
Implementation Strategy	10.2	Future refinement planning processes shall identify opportunity sites with the greatest potential for redevelopment and shall consider and acknowledge economic analyses to evaluate market potential and feasibility.	
Implementation Strategy	10.3	When preparing or amending refinement plans, work with neighborhood groups to identify needs and opportunities for creating neighborhood mixed use centers near schools and parks to encourage development of neighborhood-serving "corner store" scale retail, small office or live-work units in or adjacent to residential areas. Consider establishing a Neighborhood Commercial Mixed Use designation.	
Implementation Strategy	10.4	Designate a Neighborhood Mixed Use center in Jasper Natron within one half mile of the future school/park sites.	
Implementation Strategy	10.5	Encourage opportunities for employment close to residences, including mixed-use development.	

		Establish Employment Mixed-Use plan designations that could be applied to	
Implementation Strategy	10.6	land along the existing and proposed future high capacity transit corridors and in Nodal Development areas.	
Goal EG-2	Support attainment of the Regional Prosperity Economic Development Plan ²² goals for creating of new metropolitan area jobs in the chosen economic opportunity areas, increasing the average annual wage and reducing unemployment.		
Policy E.11	Integrate opportunistic economic development objectives into Springfield's land use and supply analyses and policies.		
Implementation Strategy	11.1	Plan, zone and reserve a sufficient supply of industrial and commercial buildable land to create opportunity sites for employment uses identified in the 2015 Economic Opportunities Analysis (EOA), with an initial emphasis on Target Industries listed in the analysis Table S-1, Target Industries, Springfield 2010-2030 (page iii-iv).	
Policy E.12	Recruit or support businesses that pay higher than average wages for the region (as reported by the Oregon Employment Department) to diversify and expand Springfield's economy.		
Implementation Strategy	12.1	Work with other economic development organizations to target and recruit businesses: (1) with above average wages, (2) other benefits such as health insurance, especially for part-time employees, and/or (3) that provide other benefits such as job advancement or ownership opportunities.	
Implementation Strategy	12.2	Continue to coordinate with community economic development organizations and local, regional and State economic development agencies to develop a coherent and effective economic development marketing program.	
Implementation Strategy	12.3	Work with the State to have one or more sites certified as project-ready through the State's certified Industrial Lands program.	
Implementation Strategy	12.4	Encourage the location and expansion of traded sector industries as a means to increase the average wage and contribute to the growth of the local sector economy.	
Implementation Strategy	12.5	Support increased potential for employment in one of the regional industry clusters.	
Implementation Strategy	12.6	Support development of convention- and tourism-related economic activities.	
Goal EG-3	and	ngthen and maintain strong, connected employment centers economic corridors to support small, medium and large nesses.	
Policy E.13	Advocate for and support State, Federal and Metro regional transportation network development policies and initiatives that strengthen Springfield's economic corridor connections and development/redevelopment potential.		

²² Regional Economic Development Plan – approved by the Springfield, Eugene and Lane County Joint Elected Officials (JEO) in February 2010

Implementation Strategy	13.1	Take advantage of new commercial and residential development opportunities that will be stimulated by the infrastructure projects identified in the Springfield TSP, such as the Franklin Boulevard improvements in Glenwood.	
Policy E.14	Leverage and promote Springfield's Interstate 5 corridor location and visibility.		
Policy E.15	that to	Work with Lane Transit District and Oregon Department of Transportation to ensure that transportation system improvements address the needs of existing commerce while strengthening Springfield's economic corridor connections and development/redevelopment potential.	
Policy E.16	to ma	der the economic opportunities provided by transportation corridors and seek eximize economic uses in corridors that provide the most optimal locations est exposure for existing and future commercial and industrial uses.	
Implementation Strategy	16.1	Develop a Main Street/Oregon Highway 126 corridor plan to update land use designations, zoning, and development standards; evaluate potential nodal development areas; and coordinate with Lane Transit District's planning for potential transit system improvements.	
Implementation Strategy	16.2	Identify future economic corridor or district improvement areas to be targeted with refinement planning (e.g. Downtown to Gateway, Mid-Main to Mohawk, Urban Holding Areas).	
Implementation Strategy	16.3	Plan and zone land to maximize utilization of excellent exposure along Main Street/Highway 126B and Pioneer Parkway as future downtown commercial and employment development sites, as envisioned in the 2010 Downtown District Urban Design Plan.	
Policy E.17		age existing rail facilities and future expansion of rail facilities to achieve omic development objectives.	
Implementation Strategy	17.1	Maximize existing and future utilization of the Union Pacific rail line that runs through Downtown — providing freight, Amtrak service and the potential for future commuter rail linking major population and employment centers.	
Implementation Strategy	17.2	Continue to support and advocate for a high speed rail connection to our Metro area and promote the advantages of the downtown Springfield station site or other Springfield site, and associated rail service maintenance and park and ride facilities.	
Implementation Strategy	17.3	Explore the concept of siting a multimodal rail-bus transportation center in Downtown to support new Springfield commerce as discussed during the 2009-2010 Downtown Planning process.	
Implementation Strategy	17.4	Work with railroad industrial land specialist staff and Springfield property owners to conduct an inventory of Springfield's existing rail facilities and create a list of industrial sites with existing or previous rail service and/or potential for new service, including opportunities to utilize freight rail line connectivity between Springfield and the Coos Bay port.	
Implementation Strategy	17.5	Consider how future expansion of rail freight will affect land use and avoid re-zoning industrial land with rail access to non-industrial uses, while allowing some conversion of existing industrial land to other employment uses, especially in high visibility areas such as the South A corridor east of Downtown, if uses are compatible with heavy rail impacts.	
Policy E.18	eleme	Coordinate transportation and land use corridor planning to include design elements that support Springfield's economic and community development policies and contribute to community diversity and inclusivity.	

Implementation	18.1	Develop an existing conditions analysis of the corridor that reflects
Strategy	10.1	a thorough understanding of relevant community issues and service needs.
Implementation	18.2	Identify public involvement techniques to increase meaningful participation from traditionally underrepresented groups in the study area.
Strategy Implementation		Establish preferred design concepts for key intersections along the corridor
Strategy	18.3	that integrate vehicle, pedestrian, bicycle and transit needs.
Implementation Strategy	18.4	Conduct corridor planning in a manner that engages representatives of diverse, potentially affected interests, including residents, businesses, service agencies, community organizations and citizens at large to build broad community support.
Implementation Strategy	18.5	Develop and implement an effective and comprehensive public engagement program for each phase of the proposed corridor transportation and land use planning project.
Implementation Strategy	18.6	Investigate design elements that improve streetscape conditions and develop design concepts and treatments for identified improvement areas. Investigate culturally-sensitive design elements that encourage comfortable walking and bicycling among traditionally underrepresented groups.
Implementation	18.7	Prioritize improvements that would complete local connections to local
Strategy		shopping and service opportunities.
Strategy Goal	Esta	shopping and service opportunities. Iblish, strengthen and maintain viable commercial centers to
Goal	In the locate econo	blish, strengthen and maintain viable commercial centers to
Goal EG-4 Policy	Impri In the locate econd walka Suppo	Iblish, strengthen and maintain viable commercial centers to rove the community's access to goods and services. 2030 Plan diagram and Land Use Element, and future refinement planning, e regional, community and neighborhood-serving commercial uses to support omically viable centers, enhanced commercial corridors, and
Goal EG-4 Policy E.19	In the locate econo walka Suppo commredev Plan a Down	Iblish, strengthen and maintain viable commercial centers to rove the community's access to goods and services. 2030 Plan diagram and Land Use Element, and future refinement planning, e regional, community and neighborhood-serving commercial uses to support omically viable centers, enhanced commercial corridors, and able neighborhood scale mixed-use centers. Ort the revitalization of Downtown and re-establishment of a thriving retail nerce center by planning and zoning land to provide larger size

Implementation Strategy	22.1	Expand the Downtown Refinement Plan boundary and Downtown Mixed Use District to support additional commercial activity and to create a more viable retail commercial center as envisioned in the 2010 Downtown District Urban Design Plan and Implementation Strategy; and engage the Downtown Citizen Advisory Committee, Historic Commission and property owners to ensure that the form, scale and intensity of new development contributes positively to the adjacent Washburne Historic District neighborhood. Consider that 100,000-125,000 square feet of retail is required for a viable retail destination district; 50,000-60,000 square feet is needed for an anchor use, such as a grocery store or theater multiplex; and contemporary retail businesses need wider and less deep space than currently provided by buildings on Main Street.
Implementation Strategy	22.2	Develop a retail strategy and recruitment plan for the Downtown District, as described in the 2010 Downtown District Urban Design Plan and Implementation Strategy.
Implementation Strategy	22.3	Zone land and provide incentives for development around the Mill/Main Street/Island Park future plaza site as described in the 2010 Downtown District Urban Design Plan and Implementation Strategy.
Implementation Strategy	22.4	Create more opportunities for neighborhood commercial mixed-use centers to serve new or underserved neighborhoods.
Implementation Strategy	22.5	Through the Main Street Corridor planning process, engage the community and property owners to evaluate the market need for a full service grocery store in mid-Springfield, identify potential sites, and update zoning as necessary.
Implementation Strategy	22.6	Plan and zone land in the Jasper Natron area to support neighborhood- serving retail uses, with site(s) and number of acres to be determined through the Springfield Refinement Plan Diagram planning process.
Implementation Strategy	22.7	Continue to provide staff support to encourage and envision redevelopment of the Mohawk Center.
Implementation Strategy	22.8	Work with SEDA to use Urban Renewal tax increment financing to provide development incentives and funds to support redevelopment of Downtown and Glenwood with available funds.
Implementation Strategy	22.9	Through the Main Street Corridor planning process, work with property owners and stakeholders to consider mixed-use zoning east of 10th Street along Main Street.
Policy E.23	Identify and target commercial activities that will generate living-wage employment opportunities and/or meet daily needs of local residents.	
Policy E.24	Evaluate and redesignate commercially-designated and zoned sites in locations that lack adequate transportation access and visibility to allow development of more suitable uses.	
Implementation Strategy	24.1	Consider a future plan amendment and zone change process to redesignate the 7.37-acre commercial area on South 28 th Street to allow expansion of the adjacent industrial district.
Implementation Strategy	24.2	Consider a future plan amendment to redesignate the 7.37-acre commercial area on Thurston Road to Low Density Residential.

Implementation Strategy	24.3	Support property-owner initiated proposals to redesignate and rezone commercial land located outside of any neighborhood refinement plan areas adopted after June 2011 to Residential Mixed-Use when consistent with Springfield 2030 Plan policies.	
Implementation Strategy	24.4	Work with property owners and stakeholders through the Main Street Corridor planning process to consider allowing Medium or High Density residential uses in existing commercial zones in addition to commercial uses.	
Policy E.25	Update plans and zoning to create more opportunities for mixing compatible commercial uses within employment zones in ways that preserve the industrial land supply, minimize vehicular trips and traffic congestion, and promote convenience and walkability for employees.		
Implementation Strategy	25.1	Create more opportunities for limited and complementary secondary commercial uses within buildings in employment zones.	
Implementation Strategy	25.2	Study the feasibility of applying an Employment Mixed-Use or "employment transition" zoning concept to land along the south side of South A Street to support mixed-use redevelopment activity adjacent to the downtown Booth-Kelly center and Mill Race restoration areas when development is compatible with the existing and future use of the rail corridor.	
Goal	Cha	mpion businesses and entrepreneurs that promote a healthy,	
EG- 5a	safe	, and clean community while enhancing, protecting, and	
	mak	ing wise use of our natural resources.	
Policy E.26	UGB p	Develop and apply new development standards to lands added to the Springfield UGB prior to annexation and development to ensure that new development contributes to a healthy, safe, and clean community while enhancing, protecting and making wise use of natural resources.	
Implementation Strategy	26.1	Develop and apply Drinking Water Source Protection Overlay District development standards in consultation with Springfield Utility Board to the lands added to the UGB to ensure that new development contributes to a healthy, safe, and clean community while maintaining aquifer recharge and protecting drinking water quality and quantity.	
Implementation Strategy	26.2	Review and amend the Springfield Development Code Flood Plain Overlay District standards as necessary to maintain compliance with the National Flood Insurance Program to promote public health, safety and welfare, and minimizes public and private losses due to flood conditions.	
Policy E.27		Support clean up and re-use of brownfields and contaminated sites as the opportunities for reuse arise.	
Implementation Strategy	27.1	Provide public support to identify, assess, clean up and redevelop brownfields as resources become available through grants, SEDA, community partnerships and private investments.	
Implementation Strategy	27.2	Seek and leverage funding for brownfield assessment and clean up as one key tool to assist financing for redevelopment.	
Goal EG-5b		ourage a culture of entrepreneurship and re-investment into ocal community.	

Goal	Emp	hasize regional identity by creating a stronger economic	
EG-5c	pers	onality that celebrates the region's attributes and values.	
Policy E.28	Increase the potential for employment in the regional industry clusters, including: Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), Local Food and Beverage Production and Distribution, Specialty Agriculture, Wood & Forest Products, and Transportation Equipment.		
Implementation Strategy	28.1	Designate and zone land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.	
Implementation Strategy	28.2	Promote development of support service businesses for business clusters, including specialized suppliers for the business cluster, restaurants, financial institutions, child care and other services.	
Implementation Strategy	28.3	Promote further development of the health care cluster by examining land- use policies and, if necessary, modifying those policies to promote health care cluster development where the supporting uses are consistent with 2030 Plan policies or when policies are amended through a district or corridor refinement planning process.	
Implementation Strategy	28.4	Promote development of high-tech businesses by continuing to target these businesses for recruitment and expansion in Springfield.	
Implementation Strategy	28.5	Coordinate development of business clusters with other cities and economic development agencies in the Eugene-Springfield region but emphasize development of the business cluster in Springfield.	
Implementation Strategy	28.6	Make Springfield a preferred location for the local food production industry by promoting existing, new and growing start-up businesses.	
Policy E.29	coord	Strengthen and grow community partnerships and initiatives that seek to optimize coordination of economic development planning with natural resource, open space and parks planning.	
Implementation Strategy	29.1	Work with Willamalane and property owners to identify opportunities to integrate parks and recreation facilities (e.g. multi-use paths) and open space amenities as sites are master planned for economic development. ²³	
Implementation Strategy	29.2	Work with the community and project partners to identify opportunities to plan, design, build and maintain great public spaces as a means to create economic value and neighborhood vitality, as further described in neighborhood refinement plans, the Willamalane Park and Recreation District Comprehensive Plan and this Plan.	
Policy E.30	Plan redevelopment and growth areas in ways that maximize sensitive integration of the built and natural environment and that maintain and contribute to the community's access to Springfield's natural, cultural and recreational assets and amenities.		
Policy E.31		Work with the Springfield Historic Commission to optimize coordination of economic development planning with historic resources planning.	
Implementation Strategy	31.1	Support and champion businesses, entrepreneurs and community groups that preserve and restore historic buildings and sites.	

 $^{^{23}}$ Including but not limited to opportunities identified in the most recent Willamalane Comprehensive Plan.

Implementation Strategy	31.2	Encourage and support Springfield Historic Commission programs and activities to educate the public about Springfield's historic		
Implementation Strategy	31.3	Encourage and support the integration of historic interpretation elements into public and private economic development activities.		
Policy E.32	econd cultur game updat appro	ort community partnerships and initiatives that seek to grow the creative omy including but not limited to: cultural industry clusters and arts districts; ral tourism; jobs in film, television, publishing, news media, music, video s, social media, design, advertising, performing and visual arts; and te land use planning and codes to ensure that Springfield has land opriately zoned to encourage these opportunities.		
Policy E.33	partne 19, To the po by bu	Support and champion arts and culture to enhance economic development by partnering with the Springfield Arts Commission, Library, Museum, School District 19, Travel Lane County and community arts organizations that seek to increase the public's access to the visual, performing, literary, design and architectural arts by building partnerships across sectors, missions and levels of government, leveraging funds from diverse sources and programs.		
Implementation Strategy	33.1	Collaborate and partner with community arts organizations and the private sector on proposals and grant applications for projects that seek to increase and broaden the public's access to the arts.		
Implementation Strategy	33.2	Support proposals that seek to establish art districts, events, arts education facilities, studios, performing arts programs, performance spaces, theaters, artist-in-residence programs, artist live-work residences and other initiatives that contribute to the emergence and growth of Springfield's creative economy.		
Implementation Strategy	33.3	Explore and consider creating a "Percent for Art" program and/or other means to increase and broaden the public's access to the arts.		
Implementation Strategy	33.4	Promote and celebrate Springfield's and the region's creative people who find success elsewhere and find bridges for them to contribute back to our community.		
Policy E.34	and ir	Partner with local business and economic development organizations to develop and implement an on-going public relations campaign that will promote the region's economic identity and successes, both internally and externally.		
Policy E.35	Increase the potential for convention- and tourist-related economic activities to generate economic activity, especially in the service industries like retail, food services, and accommodations.			
Implementation Strategy	35.1	Assist with conference center development at a suitable site in Springfield with a goal of making it financially independent with self-sustaining operations.		
Implementation Strategy	35.2	Encourage development of destination point projects (like the Springfield Museum Interpretive Center, Dorris Ranch Living History Farm and McKenzie River fishing and recreational activities) that draw visitors to the Springfield area from regional, national, and international areas.		
Implementation Strategy	35.3	Identify, protect and enhance the factors that are likely to attract visitors to Springfield, especially Springfield's environmental quality and natural beauty (e.g., a well-designed wayfinding system).		
Implementation Strategy	35.4	Promote Springfield's and the region's natural and cultural resources to enhance the cultural tourism within the region.		

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Policy E.36	Promote awareness and advocacy for Springfield's and the region's quality of life, that continues to support and attract investment and innovative entrepreneurial talent and builds on our dynamic and diverse economic community.	
Implementation Strategy	36.1	Support NEDCO's business incubator programs and the Downtown Springfield Main Street Program.
Implementation Strategy	36.2	Nurture and strengthen the diversity, quality and vigor of Springfield's physical, cultural, and educational environment as a fundamental source of the City's economic viability by encouraging minority-run businesses and economic entrepreneurship.
Policy E.37	Support sustainable businesses and practices. A sustainable business is any organization that participates in environmentally friendly or green activities to ensure that all processes, products, and manufacturing activities adequately address current environmental concerns while maintaining a profit, or businesses that "meet the needs of the present world without compromising the ability of the future generations to meet their own needs." ²⁴	
Implementation Strategy	37.1	Foster a diverse sustainable economy by partnering locally with other organizations to explore opportunities and overcome vulnerabilities, incubate and coordinate projects and facilitate dialogue, action and education within the community.
Implementation Strategy	37.2	Promote and recruit businesses that produce sustainable products, have sustainable business practices, and/or have sustainable manufacturing processes.
Implementation Strategy	37.3	Support land use patterns that provide easy, multi modal transportation options to access services and reduce transportation costs.
Implementation Strategy	37.4	Consider adjusting development fees, prioritizing services or other incentives for development projects to recognize the benefits provided by projects that are certified as sustainable to nationally recognized standards (e.g., LEED buildings) as economically feasible.
Implementation Strategy	37.5	Consider providing incentives for development that use sustainable building materials or solutions (e.g. using permeable pavement) or use of renewable energy sources (e.g., solar or wind power).
Implementation Strategy	37.6	Consider future agricultural needs and economic opportunities to protect agricultural lands for production of local food when developing policies that will impact agricultural land outside of the Springfield UGB.
Goal EG-5d	phys	repared—Contribute to development of the region's sical, social, educational, and workforce infrastructure to the needs of tomorrow.
Policy E.38	Strengthen the coordination between infrastructure, planning and investments, land use, and economic development goals to prepare land and physical infrastructure, in a timely fashion, that is necessary to support business development and stimulate quality job creation.	
Policy E.39	Provide adequate infrastructure efficiently and distribute cost fairly.	

²⁴ United Nations General Assembly (1987) Report of the Word Commission on Environment and Development: Our Common Future. Transmitted to the General Assembly as an Annex to document A/42/427 - Development and International Cooperation: Environment.

Policy E.40	Provide the services, infrastructure, and land needed to attract the identified industry clusters, especially where they can increase economic connectivity among businesses.	
Implementation Strategy	40.1	Coordinate capital improvement planning with land use and transportation planning to coincide with Springfield's Economic Element.
Implementation Strategy	40.2	Provide the necessary public facilities and services as funds become available to foster economic development.
Implementation Strategy	40.3	Target resources for sites that provide prime opportunities for employment uses as a result of location, site size, or other significant site characteristics.
Implementation Strategy	40.4	Ensure that public private development agreements are in effect prior to financing public improvements to ensure cost recovery.
Implementation Strategy	40.5	Explore alternative funding mechanisms in addition to debt service that provide timely completion of 'connecting' public facilities (e.g. an unpaved block of a street or missing sections of sewer line).
Implementation Strategy	40.6	Make efficient use of existing infrastructure by promoting development, infill, re-use, and redevelopment for commercial and industrial uses and develop strategies and incentives to stimulate private investment that is resilient to downturns in the local economy.
Implementation Strategy	40.7	Continue to seek funding opportunities and public-private partnerships to construct key urban infrastructure elements that support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.
Implementation Strategy	40.8	Continue to provide development tools and incentives (such as Urban Renewal support) within targeted priority redevelopment areas as funds become available to facilitate expedient and economically feasible redevelopment.
Implementation Strategy	40.9	Develop and implement systems to monitor the supply of commercial and industrial lands. This includes monitoring commercial and industrial development (through permits) as well as land consumption (e.g. development on vacant, or redevelopable lands).
Implementation Strategy	40.10	Support development of citywide high-speed internet access and other telecommunications infrastructure systems with public and private providers.
Implementation Strategy	40.11	Provide information on infrastructure availability on a site-by-site basis so that developers can readily assess infrastructure availability on any given site.
Implementation Strategy	40.12	Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout Springfield and its Urban Growth Boundary are known, aggregated, ready to develop, and marketed.
Implementation Strategy	40.13	Continue to institute program management and process improvements that remove "silos" between the City's comprehensive planning, infrastructure planning, capital improvement program, economic and community development, and development review functions to build more collaborative high performance planning and response teams.

Implementation Strategy	40.14	Inventory and evaluate underdeveloped sites and buildings (e.g. "zombie" buildings, brownfields, low-rent and non-compliant buildings) in an effort to assist business re-locations in a timely fashion.
Implementation Strategy	40.15	Continue to work with property and business owners to support expansion, upgrading and construction of "state-of-the art" business facilities.
Policy E.41	Support the growth and development of existing area businesses to achieve quality job creation.	
Implementation Strategy	41.1	Develop and implement an outreach strategy to determine how Springfield can assist the economic well-being of existing businesses. Opportunities for assistance may range from ensuring availability of on-street parking to providing assistance with the development process to forming public-private partnerships to promote local businesses.
Implementation Strategy	41.2	Encourage and support self-help methods and programs for business districts such as the formation of business associations and special self-assessment districts for parking and economic improvement.
Implementation Strategy	41.3	Pursue special projects and grant applications that provide support to local business and industry.
Implementation Strategy	41.4	Continue a City Council program to recognize, champion and award entrepreneurs and local small business accomplishments.
Policy E.42	Support the growth and development of our region's work ready workforce and extend the benefits of a strong employment base equitably.	
Implementation Strategy	42.1	Work with local agencies to meet and sustain workforce needs, such as: training and education, job advancement, or local expansion of businesses that increase economic diversity and resiliency.
Implementation Strategy	42.2	Support the efforts of partner agencies to encourage local residents to develop skills and other educational attributes that enable them to obtain existing jobs.
Implementation Strategy	42.3	Offer internships and job shadowing educational opportunities for students to get involved in local government.
Implementation Strategy	42.4	Participate in regional efforts to support statewide and/or national workforce development strategic initiatives, such as the "Work Ready Communities" and "National Career Readiness" certification programs.
Implementation Strategy	42.5	Participate in and support efforts to provide appropriate training programs for portions of the resident population that have not benefitted in the past.
Policy E.43	Promote and build on the region's transportation, distribution and logistics advantages.	
Goal E-5e	Local Resilience— Support businesses and entrepreneurs that lead the city and region to greater economic independence, innovation, and growth of the traded sector economies.	
Policy E.44	Expand the City's partnerships with the University of Oregon, Lane Community College, Oregon State University and other education institutions to support the development of education and research facilities and programs into Springfield, to bring new technologies and innovations to market, and to promote sustainable practices.	

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

FINDINGS

1. The citizens of the Eugene-Springfield metro area have felt the burden of the financial crisis more so than in other counties and other states. The decline in local jobs, coupled with an increased demand for social services, is putting a strain on city, county and state programs. The Eugene-Springfield metro area unemployment rate in July 2009 was 12.5%, a 6 percentage point increase over 2008, which is slightly higher than the state unemployment rate of 11.9%. The decline in the availability of local jobs has put increased pressure on social services. The number of cases in the federal Temporary Assistance for Needy Families program for our local district has increased 18.5 percentage points over the past year. The number of applications for low-income housing in Lane County in 2008 increased 13 percentage points compared to the previous year. These programs are indicative that the economic crisis has significantly impacted our local economy and that the need for a regional, long-term plan is present. (JEO Staff report 9-14-09)

- 2. In 2008-2009, the City of Springfield conducted a Commercial and Industrial Buildable Lands Study with three components to comply with statewide planning Goal 9 and the Goal 9 rule (OAR 660-009): (1) a buildable lands inventory; (2) an economic opportunities analysis; and (3) an economic development strategy. The economic development strategy was used to guide development of the policies and implementation strategies in the Economic Element to implement the City's economic development vision. Decision makers and community members that participated in the Commercial and Industrial Buildable Lands Study and development of the Economic Opportunities Analysis agreed that economic growth is desirable over the planning period.
- 3. The employment forecast indicates Springfield will add 13,440 new employees between 2010 and 2030.
- 4. The economic opportunities analysis assumes that Springfield will have employment growth in a wide variety of businesses, from services and retail for residents to industrial development to medical services. The City wants to diversify its economy and attract higher wage and professional jobs.
- 5. In February 2010, the Springfield City Council together with Eugene and Lane County Joint Elected Officials (JEO) approved the *Regional Prosperity Economic Development Plan* framework for a regional economic development plan that will better position our regional economy to take advantage of economic opportunities that align with our area's assets and values.
- 6. The Springfield City Council and Lane County Board of Commissioner adopted the Springfield 2030 Economic Element, acknowledging Springfield's commitment to coordinating land use policies that will support the creation of economic opportunities that are closely aligned with our region's assets and values.
- 7. <u>Buildable Lands Inventory.</u> Springfield's Commercial and Industrial Buildable Lands Inventory identifies 3,415 acres that are designated for industrial and other employment use. About two-thirds of the land designated for employment within Springfield's UGB is considered developed and is not expected to redevelop over the 20 year planning period. Less than 15% of this land is buildable, unconstrained land. The majority of buildable, unconstrained employment land in Springfield has existing development on it that is expected to redevelop over the planning period. Springfield has one buildable site 20 acres and larger and 23 buildable sites in the five to 20 acre size range.
- **8.** <u>Employment that will not require vacant land.</u> Springfield assumed that 46% of employment would not require vacant employment land. Springfield's assumptions about employment that will not require vacant land are as follows:

- Fourteen percent of employment (1,918 employees) will locate in non-employment designations. These employees will include people with home occupations, working from home, and businesses that locate in residential or other non-employment designations. This assumption is based on the percent of employment located in non-employment designations in 2006. (Ref. EOA Appendix C and Table C-7)
- Ten percent of new employment will locate in existing built space. (Ref EOA Appendix C and Table C-7)
- Twenty-two percent of new employment will locate on potentially redevelopable land.
- 9. Springfield will be able to meet employment land needs on sites five acres and smaller within the existing UGB, through redevelopment, infill development, and employment uses on non-employment land (e.g., home occupations).
- 10. <u>Redevelopment potential.</u> The analysis of redevelopment potential and need for employment land in the EOA assumes that Springfield will have substantial redevelopment over the planning period. Consistent with City Council policies, the areas that are expected to have the most redevelopment are in Glenwood Urban Renewal District especially along the Willamette Riverfront and Franklin/McVay corridor and in the Downtown Urban Renewal District.
 - All land deficiencies for sites smaller than five acres are expected to be addressed through redevelopment of existing sites.
 - The majority of retail land needs are expected to be addressed through redevelopment.
 - The City will need to make strategic investments that support redevelopment and to continue supporting redevelopment through City plans and policies. For example, redevelopment in the City's targeted Downtown and Glenwood areas will require substantial investments in public infrastructure to provide public facilities and remove the existing impediments to development.
- 11. <u>Brownfields redevelopment.</u> As development in Springfield consumes the supply of vacant lands, brownfields are becoming an increasingly important share of the land supply for growth of employment and commerce. Productive re-use of brownfields is integral to the City's redevelopment goals.
- 12. OAR 660-009-0005 identifies environmental contamination as a development constraint that temporarily or permanently limits or prevents the use of land for economic development. The City's Commercial and Industrial Buildable Lands Inventory did not deduct contaminated sites from the buildable lands inventory.
- 13. The high cost of brownfield investigation and clean-up continue to give greenfield sites a competitive advantage over brownfields. There is a significant gap in brownfield redevelopment feasibility without public intervention. Ultimately, achieving industrial redevelopment of brownfields may require incentives from government at the state and federal levels.
- **14.** Citywide, industrial brownfield redevelopment issues lack adequate funding and programmatic responses. Many of these sites likely will they require more investment to become

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

Summary	of Input from the 2008 Springfield Economic Development Workshops		
Category	Issues & Themes		
Jobs and the economy	 Attract businesses that provide stable, living or family wage jobs that provide benefits Recruit businesses that provide green or sustainable products Lower the costs of doing business in the City, such as system development charges and permitting fees Attract businesses to the City through the use of enterprise zones 		
Sustainability and the environment	 Balance environmental protection and greenfield development Encourage green building practices for new development Capitalize on opportunities to increase walkability and bicycling 		
Land use and zoning	 Balance the use of developing green-fields with redeveloping existing land and emphasizing infill Encourage more efficient land uses, including higher density development where appropriate Promote nodal development and mixed-use development, especially in downtown Provide opportunities for high quality development along the riverfront Reevaluate allowable uses, especially near schools Consider parking and transportation needs when planning for new uses, especially in downtown 		
Redevelopment	 Focus on redevelopment in downtown and Glenwood. Revitalize downtown through redevelopment and rehabilitation of old buildings Promote re-use of vacant buildings in downtown Keep a historical perspective when considering redevelopment 		

Source: ECONorthwest Springfield Economic Development Objectives and Strategies

- 20. Economic development objectives and strategies that encourage transition to a greener economy can help strengthen the local economy by driving demand for locally provided products and services that conserve energy and reduce emissions. The need for research, design, development, manufacture and retrofit of cleaner, more energy efficient and more sustainable alternatives presents major economic opportunities. Source: ECONorthwest
- 21. Oregon is home to some of the nation's leading developers, builders, architects, engineers and product manufacturers in the green building industry. These businesses spread economic benefits to the community by creating "green collar" jobs — skilled and semiskilled, well-paying jobs that contribute directly to preserving or enhancing environmental quality. For example, Oregon's rapidly growing clean energy sector is showing strong demand for trained workers, including solar installers and wind turbine technicians. Source: **ECONorthwest**

- **22.** Efforts to retrofit buildings for energy performance, develop the next generation of biofuels, design new ways to package goods and meet countless other needs with more sustainable practices will create many new jobs. *Source: ECONorthwest*
- 23. A shift away from fossil fuels such as coal, petroleum and natural gas will add substantial indirect economic benefits. By redirecting energy dollars to pay for efficiency improvements and non-fossil fuel energy, businesses and residents will spend more money locally, expanding markets for locally produced products and services. Source: ECONorthwest
- 24. Springfield supports the establishment of a critical mass of clean energy firms, such as wind developers, photovoltaic manufacturers, biodiesel producers and energy efficiency consultants in our region. Source: ECONorthwest
- 25. Land use policies that foster higher density development and redevelopment along transit corridors and mixed use compact development patterns will allow more residents to meet their daily needs without driving and to reduce household transportation costs. A more substantial portion of those saved dollars can be spent in the local economy where they have economic multiplier effects. Source: ECONorthwest
- 26. With Springfield's and the region's workforce expected to grow, the need for job growth will become even more pressing. Given the role that location of employment plays in where people live and how much they drive, weak job growth in the city will drive demand for additional infrastructure spending, increase transportation costs for Springfield residents and undermine regional efforts in land use and climate action. Source: ECONorthwest
- 27. To affect economic development, any policy or action must affect a factor of production that influences business locations and job growth. Factors that have the most impact are labor, land, local infrastructure, access to markets and materials, agglomerative economies (clusters), quality of life and entrepreneurship. Source: ECONorthwest
- 28. The supply, cost, and quality of any of these factors are dependent upon national and global market forces that local government has no influence over. But they also depend on public policy, which can generally affect these factors of production through: planning, regulation, provision of public services, taxes, and incentives. Source: ECONorthwest
- 29. The location decisions of businesses are primarily based on the availability and cost of labor, transportation, raw materials, and capital. The availability and cost of these production factors are usually similar within a region. Most economic development strategies available to local governments only indirectly affect the cost and quality of these primary location factors. Source: ECONorthwest
- 30. Local governments can most directly affect tax rates (within the bounds of Measures 5 and 50), the cost to businesses and quality of public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development are modest. Thus, most of the strategies available to local governments have only a modest effect on the level and type of economic development in the community. Source: ECONorthwest

- 31. Local governments in Oregon also play a central role in the provision of buildable land through inclusion in the Urban Growth Boundary, plan designation, zoning, and provision of public services. While providing buildable land for businesses to locate or expand is one of the most direct ways that the City of Springfield can affect the level and type of economic development, this action alone is not sufficient to guarantee economic development in the community. Market conditions must create demand for this land, and local factors of production must be favorable for business activity.
- **32.** As part of Springfield's Commercial and Industrial Buildable Lands Study, a range of potential economic development strategies were identified to inform policy development:

Category/Policy	Description
Land Use	Policies regarding the amount and location of available land and allowed uses.
Provide adequate supply of land	Provide an adequate supply of development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Springfield.
	Take actions to reduce costs and time for development permits. Adopt development codes and land use plans that are clear and concise.
Public Services	Policies regarding the level and quality of public and private infrastructure and services.
Provide adequate infrastructure to support employment growth	Provide adequate public services (i.e. roads, transportation, water, and sewer) and take action to assure adequate private utilities (i.e. electricity and communications) are provided to existing businesses and development sites.
Focused public investment	Provide public and private infrastructure to identified development or redevelopment sites.
Communications infrastructure	Actions to provide high-speed communication infrastructure, such as developing a local fiber optic network.
Business Assistance	Policies to assist existing businesses and attract new businesses.
Business retention and growth	Targeted assistance to businesses facing financial difficulty or thinking of moving out of the community. Assistance would vary depending on a given business' problems and could range from business loans to upgrades in infrastructure to assistance in finding a new location within the community.
Recruitment and marketing	Establish a program to market the community as a location for business in general, and target relocating firms to diversify and strengthen the local economy. Take steps to provide readily available development sites, an efficient permitting process well-trained workforce, and perception of high quality of life.

Potential Economic Development Strategies		
Category/Policy	Description	
Business Assistance	Policies to assist existing businesses and attract new businesses.	
Development districts (enterprise zones, renew districts, etc.)	Establish districts with tax abatements, loans, assist with infrastructure, reduced val regulation, or other incentives available to businesses in the district that meet specified criteria and help achieve community goals.	
Business clusters	Help develop business clusters through business recruitment and business retention policies. Encourage siting of businesses to provide shared services to the business clusters, including retail and commercial services.	
Public/private partnerships	Make public land or facilities available, public lease commitment in proposed development, provide parking, and other support services.	
Financial assistance	Tax abatement, waivers, loans, grants, and financing for firms meeting specified criteria. Can be targeted as desired to support goal such as recruitment, retention, expansion, family-wage jobs, or sustainable industry.	
Business incubators	Help develop low-cost space for use by new and expanding firms with shared office services, access to equipment, networking opportunities, and business development information. Designate land for live-work opportunities.	
Mentoring and advice	Provide low-cost mentors and advice for local small businesses in the area of management, marketing, accounting, financing, and other business skills.	
Export promotion	Assist businesses in identifying and expanding into new products and export markets; represent local firms at trade shows and missions.	
Workforce	Policies to improve the quality of the workforce available to local firms.	
Job training	Create opportunities for training in general or implement training programs for specific jobs or specific population groups (i.e., dislocated workers).	
Job access	Provide transit/shuttle service to bring workers to job sites.	
Jobs/housing balance	Make land available for a variety of low-cost housing types for lower income households, ranging from single-family housing types to multifamily housing.	
Other		
Regional collaboration	Coordinate economic development efforts with the County, the State, and local jurisdictions, utilities, and agencies so that clear and consistent policies are developed.	
Quality of life	Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.	

Source: ECONorthwest

- 33. According to Oregon Prospector, at the time Springfield's EOA was prepared there were only nine sites in the Southern Willamette Valley with the following characteristics: 20 acres or larger, Project Certified, and within about five miles of I-5. The following counties have sites that match these characteristics: three sites in Marion County, one site in Benton County, two sites in Linn County, no sites in Lane County, and three sites in Douglas County. There are comparatively few large sites relatively near to I-5 available for development in the Southern Willamette Valley and no sites with these characteristics in the Eugene-Springfield area.
- 34. "Short-term supply" means suitable land that is ready for construction usually within one year of an application for a building permit or request for service extension. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.
- **35.** Continued emphasis on investments in transit, infrastructure, housing and social service at the expense of economic development will not grow the local economy. Job growth requires explicit investments in retaining and growing firms, training workers, funding innovation and developing catalytic projects.
- 36. Springfield does not possess the resources to compete unsystematically in the global economy. A city of Springfield's size and attributes must be selective in how it competes for new business growth; limited economic development resources must be deployed in a manner that builds on the city's undeniable strengths.
- **37**. Needed sites. The site needs analysis in Springfield's Commercial and Industrial Lands Inventory and Economic Opportunities Analysis (CIBL/EOA) identifies site needs in five types of buildings: warehousing and distribution, general industrial, office, retail, and other services. The characteristics of needed sites for each of these building types are described in CIBL/EOA, adopted as the Technical Supplement of this Economic Element. Characteristics of Needed Sites, including site needs for Springfield's target industries: manufacturing and large office employers are explained in CIBL/EOA Chapter 5 and Appendix C.
- 38. Industrial Land Preservation. Since adoption of the Metro Plan, wetlands were discovered in the Jasper Natron area. The presence of wetlands will affect development of this land, including the sites designated as Special Heavy Industrial (SHI) in the Metro plan diagram.



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 *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 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 designate 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 decades. The RLHNA assumes an average household size of 2.54. This average assumes an increase in one-person households from 25 percent to 30 percent over the plan period and a higher average Hispanic-Latino household size (3.2-3.9 as compared with 2.5 for non-Hispanic-Latino households) for Springfield's growing Hispanic-Latino population.

Single-family houses continue to be the preferred housing type of many households, but these dwellings have become increasingly expensive and are now out of reach for many Springfield residents. Policies in this section address both the development of new housing and the adaptation of existing housing to meet the needs and preferences of the current and expected residents of the city. Despite trends, the City wants to encourage home ownership opportunities in order to promote a sense of community, to encourage investment in housing, and to minimize displacement of low-income residents as neighborhoods redevelop. The City also has an interest in safeguarding the condition and quality of the housing stock and in maintaining attractive and livable neighborhoods.

Springfield's zoning and development regulations are intended to encourage housing that will satisfy varied consumer preferences. Many consumers have a strong preference for single-family homes. To some extent, this preference can be met by ground-related units that may be more affordable than detached houses. Ground-related housing types include townhouses, duplexes, triplexes, ground- related apartments, small cottages, accessory units and single-family homes. These housing types provide yards or play areas immediately adjacent to homes, which are important to families with children.

Moderate- and high-density multifamily apartments are needed to help accommodate expected housing demand over the next 20 years. This kind of residential development is often more affordable than ground-related housing due to the frequently smaller size of the units. The Springfield 2030 Refinement Plan accommodates the majority of higher density residential growth in Springfield's designated Mixed Use Nodal Development centers. These centers — primarily Downtown Springfield and the Glenwood Riverfront District— are centrally located, well served by public bus rapid transit (EmX) and provide excellent opportunities for redevelopment at urban densities adjacent to the nearby park and open space amenities along the Willamette River. Other areas with significant capacity for development of multi-family uses include the RiverBend and Marcola Meadows master planned nodal development areas.

As future growth and development brings change throughout Springfield, the City is committed to managing this change through its initiation and support for comprehensive district, corridor, and neighborhood planning efforts that address and enhance the unique characteristics and opportunities in different neighborhoods while averting negative impacts.

SPRINGFIELD RESIDENTIAL LAND & HOUSING POLICIES & IMPLEMENTATION ACTIONS

HG-1	Plan for Growth and Needed Housing		
Policy H. 1*	Based on the findings in the RLHNA and to accommodate projected growth between 2010 and 2030, Springfield has designated sufficient buildable residential land (a) for at least 5,920 new dwelling units at an estimated density of at least 7.9 units per net buildable acre; and (b) to accommodate a new dwelling mix of approximately 52 percent detached single family dwellings (including manufactured dwellings on individual lots), seven percent attached single-family dwellings, one percent manufactured dwellings in parks, and 40 percent multifamily dwellings.		
Implementation Action	1.1	Convert density ranges in the Springfield Development Code from gross to net densities, consistent with the broad density categories of the <i>Metro Plan</i> . This plan converts Metro Plan gross densities to net densities as follows: Residential Low Density 6-14 dwelling units per acre**; Residential Special Density 8-14 dwelling units per acre; Residential Medium Density 14-28 dwelling units per acre; Residential High Density 28-42 dwelling units per acre; Residential Mixed Use in Nodal Development Overlay and Transit Corridor Overlay District: Minimum and maximum densities to be determined through Refinement Plan and/or Master Plan process. **Note: More restrictive standards apply in the Hillside Development Overlay District where larger lot sizes are required to compensate for slope constraints and engineering requirements.	

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^{*} 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.

Policy H .2	To meet identified high-density, multiple-family housing needs, the City shall redesignate at least 28 gross buildable acres in Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012. This residential mixed use district shall accommodate a minimum of 411 dwelling units in the high density category and shall increase the required net minimum density to at least 28 dwelling units per acre. Establishment of higher minimum and maximum densities is encouraged to support the neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan. District boundaries and density ranges shall be established through the Glenwood Refinement Plan amendment process by December 31, 2012.		
Policy H. 3	Support community-wide, district-wide and neighborhood-specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher density residential development and increasing the density of development near employment or commercial services, within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service.		
Implementation Action	As recommended through the Residential Land Study, the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas		
Implementation Action	3.2	Coordinate housing, land use, human services, urban design, infrastructure and environmental strategies to support pedestrian-friendly communities at and within a 1/4 mile walk of transit stations.	
Implementation Action	3.3	 Increase opportunities for Mixed Use Nodal Development (ND): Consider expansion of the Glenwood node through the Glenwood Refinement Plan process. Consider expansion of the Downtown node through the Downtow District Plan process Consider future work program project: Downtown to Gateway En Corridor Plan to identify and evaluate nodal development opportunities along the new transit corridor Consider future work program project: Main Street Corridor plan identify and evaluate nodal development opportunities along the proposed transit corridor Apply Transit Corridor Overlay District to existing high density housing areas within 1/2 mile of transit stations. Consider implementation of Jasper-Natron Specific Plan ND through Jasper-Natron Specific Area Plan adoption process. 	
Implementation Action	3.4	Continue to target mixed-use nodal development centers and corridors served by transit as focus of redevelopment incentives and focused	

Implementation Action	3.5	Consider application of shadow plat techniques for transitional urban corridors with lower land values (e.g. Main Street Corridor east of Downtown).	
Policy H. 4		e to identify and remove regulatory barriers to siting and constructing ensity housing types in the existing medium and high density residential .	
Policy H. 5		additional incentives to encourage and facilitate development of high nousing in areas designated for Mixed Use Nodal Development.	
Implementation Action	5.1	Establish a Vertical Housing Development Zone in Glenwood.	
Implementation Action	5.2	Considering measures to increasing building height allowances in areas designated for Mixed Use Nodal Development when updating refinement plans, zoning plan districts and development standards.	
Implementation Action	5.3	Update development standards to correlate parking requirements in mixed-use districts more directly to the City's overall development vision and develop parking management strategies (such as pay-in lieu programs) in Downtown Springfield and other districts where appropriate to use land efficiently and to support economical higher density development and urban form.	
Implementation Action	5.4 Considering increasing density maximums in areas designated for Mi Use Nodal Development.		
Implementation Action	5.5	Conduct analysis to determine the feasibility of allowing density averaging for split zone/designated parcels.	
Implementation Action	5.6	Consider implementation of a Density Bonus Program to provide an economic incentive for construction of high density development with structured parking in the Downtown and Glenwood Nodal Development areas. The program shall permit variance of the building height limits in specific "density receiving areas" identified in the Downtown and Glenwood District plans when a developer provides an extra community benefit such as dedication of public open space, construction of affordable housing units, etc. to be determined by the City Council.	
Policy H. 6	Continue to seek ways to reduce development impediments to more efficient utilization of the residential land supply inside the UGB, especially in the City's sloped areas (southeast Springfield and Willamette Heights).		

Implementation Action	Establish a staff team and Hillside Development Task Force to examine barriers and impediments to economical hillside development and to prepare and evaluate techniques and options for constructing housing on sloped lands, such as incentives to encourage and reward cluster development; updates to the Hillside Development Standards to support density transfers in the Hillside Overlay District; and to address street design standards.	
Implementation Action	6.2	Establish an interdepartmental task team to study the potential to reduce residential street width standards to address efficient land use, potential cost savings, new ways to manage stormwater, climate issues, impediments to cluster development, emergency access and traffic concerns.
HG-2	Foster	Housing Choice and Affordability
Policy H.7	and facil	e to develop and update regulatory options and incentives to encourage litate development of more attached and clustered single-family housing the low density and medium density districts.
Implementation Action	7.1	Establish a small lot (3,000 square feet minimum lot size)special low-moderate density zoning district with a density range of 8-14 du/acre to: Support development of smaller single family detached and attached dwelling housing types; Support a greater diversity of housing mix; and Provide a moderate transition zone between lower and higher density neighborhoods.
Implementation Action	Apply small lot zoning (3,000 square feet minimum lot size) to infill opportunity sites identified in neighborhood planning processes.	
Implementation Action	As part of the Jasper-Natron refinement planning process, conduct analysis to determine applicability of the Residential Small Lot zoning district to maximize efficient use of land constrained by wetland resources.	
Implementation Action	1 / 4 determine annilganility of the Residential Small Lot Zonino distri	
Policy H.8	Continue to support and assist affordable home ownership through programs that subsidize the development of affordable homes and provide down payment assistance to income-qualified homeowners.	
Policy H.9	Provide a broad range of quality accessible and affordable housing options for very low, low and moderate income residents. Affordable housing is defined as housing for which persons or families pay 30 percent or less of their gross income for housing, including necessary and essential utilities [Oregon Revised Statute 456.055].	

Implementation Action	9.1	Support the development of subsidized affordable housing with a goal of assisting 100 affordable housing units every five years, consistent with the Eugene-Springfield Consolidated Plan 2010.	
Implementation Action	9.2	Create a land banking program to reserve land for affordable housing, as described in the 2010 "Complete Neighborhoods, Complete Streets" grant application, continue to seek grant funding sources for the program, and seek to implement this strategy in the Glenwood Riverfront District.	
Implementation Action	9.3	Evaluate publicly-owned land sites for future development of affordable housing.	
Implementation Action	9.4	Continue to seek input from a housing task force to assess and evaluate the effects of City policies and regulations on housing development costs and overall housing affordability, considering the balance between housing affordability and other objectives such as environmental quality, urban design quality, maintenance of neighborhood character and protection of public health, safety and welfare.	
Policy H.10	Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.		
Implementation Action	10.1	Identify and collect baseline data of Springfield's existing supply of affordable housing units, their physical location, and their surroundings.	
Implementation Action	10.2	Continue to creatively explore funding tools and options to leverage and public, nonprofit and private investment in affordable housing.	
Implementation Action	10.3	Continue to develop strategies and programs that support the repair,	
Implementation Action	10.4		
Implementation Action	10.5	Consider establishing urban renewal district set-asides for affordable housing.	
Implementation Action	10.6	In order to control the effects of regulatory processes on housing price, strive to minimize the time taken to process land use and building permits, subject to the need to review projects in accordance with applicable regulations. Continue to give priority in the plan review process to permits for very low-income housing.	
HG-3	Encou	rage Housing Diversity and Quality Neighborhoods	

Policy H.11	Continue to seek ways to update development standards to introduce a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Springfield residents.		
Implementation Action	Capitalize on new commercial and residential development opportunities that will be stimulated by new infrastructure projects such as the Franklin multi-way boulevard.		
Implementation Action	Protect and enhance existing single family neighborhoods and afford		
Policy H.12	Continue to designate land to provide a mix of choices (i.e., location, accessibility, housing types, and urban and suburban neighborhood character) through the refinement plan update process and through review of developer-initiated master plans.		
Policy H.13	Promote housing development and affordability in coordination with transit plans and in proximity to transit stations.		
Policy H.14	Continue to update existing neighborhood refinement plan policies and to prepare new plans that emphasize the enhancement of residential neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities.		
Policy H.15	Update residential development standards to enhance the quality and affordability of neighborhood infill development (e.g. partitions, duplex developments, transitional neighborhoods, rehab housing, accessory dwelling units) and multi- family development.		
Policy H.16	As directed by the City Council in 2009, conduct analysis to implement "Heritage LDR" development standards to address Springfield's different historical development patterns/neighborhood scale and form, rather than a "one-size-fits-all" approach when updating city development standards.		
Policy H.17	Continue to protect the Washburne Historic District to maintain and enhance the viability, historic integrity and attractiveness as a livable, walkable neighborhood immediately adjacent to downtown.		

FINDINGS

The findings in this element are organized by the following two topics related to housing and residential land:

- Residential Land Supply and Demand
- Residential Density

Residential Land Supply & Demand

1. According to the City GIS data, the Springfield UGB contains approximately 14,603 acres of land.

- 2. Approximately 62 percent of the land within the Springfield UGB is included in the residential land base. The land database includes all land in tax lots that have any portion that is in a residential plan designation. The residential land base occupies approximately 7,482 acres of land designated for low, medium and high density residential designations, as well as mixed-use designations.
- 3. Land not in tax lots is primarily in streets and waterways. Springfield has about 9,958 acres within its city limits; of these 8,060 acres (about 81% of total acres in the city limit) are in tax lots. Additionally, the City has about 4,645 acres between the city limits and Urban Growth Boundary (the UGA); of this about 4,079 acres are in tax lots.
- 4. Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2010 and 2030. The table below shows the coordinated population forecast for the Springfield city limit, urban area (the area between the city limit and UGB), and the UGB for 2010 to 2030. The Springfield UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

Table R-1 Springfield coordinated population forecast, Springfield UGB, 2010 to 2030

		Urban	
Year	City Limit	Area	UGB
2010	58,891	8,140	67,031
2030	74,814	6,794	81,608
Change 2010-2030			
Number	15,923	(1,346)	14,577
Percent	27%	-17%	22%
AAGR	1.2%	-0.9%	1.0%

Source: Lane County Rural Comprehensive Plan, 1984 (Amended in 2009), Table 1-1, pg 5

- 5. The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity). This yields a total of 1,468 buildable acres.
- **6.** The RLHNA identified 1,447 acres of vacant residential land that constitutes the residential buildable land inventory. This acreage is summarized in Table 3-5 of the RLHNA.
- 7. A listing of specific residentially designated tax lots or portions of tax lots that are vacant or partially vacant as of July 2008 is included as a technical supplement to the RLHNA. In addition to the 1,447 acres of vacant and partially vacant residential land, the residential buildable land inventory includes: 1) developed land that may be redeveloped during the plan period (296 DU); 2) land in mixed-use plan designations that has capacity for residential

- development (21 acres/270 DU in the Glenwood Riverfront); and 3) land within approved master-planned sites with capacity for residential development (730 DU in RiverBend and 518 DU in Marcola Meadows). A map of these tax lots appears as Map 3-2 in the RLHNA.
- 8. Owners of residentially planned land in the buildable land inventory as identified herein or as amended pursuant to Oregon post-acknowledgement plan amendment procedures are entitled to residential zoning that matches the plan designation. The City's Development Services Department has an existing process in place to rezone property with plan-zone conflicts at no cost to the property owner (3 times/year).
- 9. Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which include single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing.
- 10. The results of the RLHNA indicate that Springfield has an overall surplus of residential land, but has deficits in the High Density Residential and Parks and Open Space categories. The Springfield UGB has enough land for 9,018 new dwelling units. There is sufficient buildable land in Springfield's UGB designated for low and medium density residential uses to meet the future housing needs of the projected population.
 - The Low Density Residential designation has a surplus of approximately 378 gross acres.
 - The Medium Density Residential designation has a surplus of approximately 76 gross acres.
- 11. There is not enough buildable land in Springfield's UGB designated for high density residential uses within the existing Springfield UGB to meet the future housing needs of the projected population. The High Density Residential designation has a deficit of approximately 28 gross acres. At a minimum, the City will meet the high density residential land deficit of 28 acres (including 7 acres of HDR designated land to provide public open space for the higher density development, as well as any needed public facilities) through its redevelopment strategies in Glenwood.
- 12. The Parks and Open Space 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 <u>designations</u>, 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 <u>is</u> not counted as buildable acres (e.g. ridgeline trail systems).
- 13. The Springfield Residential land and Housing Needs Analysis classified each tax lot into a set of mutually exclusive categories. All tax lots in the UGB are classified into one of the following categories (Springfield Residential Land Inventory and Housing Need Analysis p. 8-10):

- Vacant Land. This category includes parcels with no structures or with structures with a
 value of less than \$10,000; parcels have not been precluded from development by a
 conditional use permit (CUP) or other commitment.
- Partially Vacant Land. This category includes parcels over 0.5 acre in a residential plan designation with an existing dwelling. The vacant portion of each lot was calculated by deducting 0.25 acres for each existing dwelling, and constrained areas as defined in the "Unbuildable, Not Serviceable" land definition.
- Unbuildable, Not Serviceable Land. This category includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land.
- Developed land. Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.
- Potentially redevelopable land. Land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period. Rather than speculating on which lands will redevelop during the planning period, Springfield uses historical rates of redevelopment as the basis for estimating how much redevelopment will occur during the planning period.
- Portions of individual tax lots can be in one or more of the following categories: "unconstrained," "constrained," or "unbuildable" (e.g., they are not suitable for development).
- **14.** The housing needs analysis assumes that 5% of new housing (299 dwelling units) will be a result of redevelopment and will not require vacant land.

Residential Density

- 1. The City assumes an average density for all housing types of 7.9 dwelling units per net acre and 6.5 dwelling units per gross acre. This is an increase of about 20% over the historical density of 6.6 dwelling units per net acre.
- 2. The City assumes that average densities will increase significantly (by about 20% over average historical densities) during the planning period, that ownership rates will increase, and that an increasing percentage of households will choose single-family attached housing types. These assumptions are consistent with the housing needs analysis. These findings support the City's overall density assumption of 7.9 dwelling unit per net acre.
- 3. Springfield's average household size in the year 2000 was 2.54 persons per household.

4. Springfield will need to issue permits for about 296 new dwelling units annually to keep up with projected housing demand over the 2010-2030 planning period. This figure does not include dwellings that will be demolished and replaced. The RLHNA assumes that these dwellings will be replaced at the same rate and will not create additional demand for residential land.

Approval Standards for Residential Development

1. Consistent with the Needed Housing Statute, Goal 10, and the Goal 10 rule, any approval standards, special conditions, and the procedure for approval adopted by the City shall be clear and objective and may not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay. [ORS 197.307(6); OAR 660-08-015]. In addition, the city may adopt an alternative approval process for residential applications and permits that utilizes discretionary approval criteria, provided the applicant retains the option of proceeding under the clear and objective standards or the alternative process, and the discretionary approval criteria for the alternative process comply with all applicable land use planning goals and rules [ORS 197.307(3)(d)].



Note: The Willamalane Park and Recreation District's Park and Recreation Comprehensive Plan is available here: https://www.willamalane.org/district_info/document_center.php#

And here:

https://www.willamalane.org/current_const ruction_and_planning_projects.php



Note: The Springfield 2035 Transportation System Plan is

available here:

https://www.springfield-

or.gov/city/development-publicworks/infrastructure-planning/



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 lands²⁵" — those lands that are within the UGB but have not yet

²⁵ 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."

been annexed to the City. Urbanizable lands are considered to be available for urban development 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.

- 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.
- 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.
- 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.
- 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.
- 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 Supplement²⁶ 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.

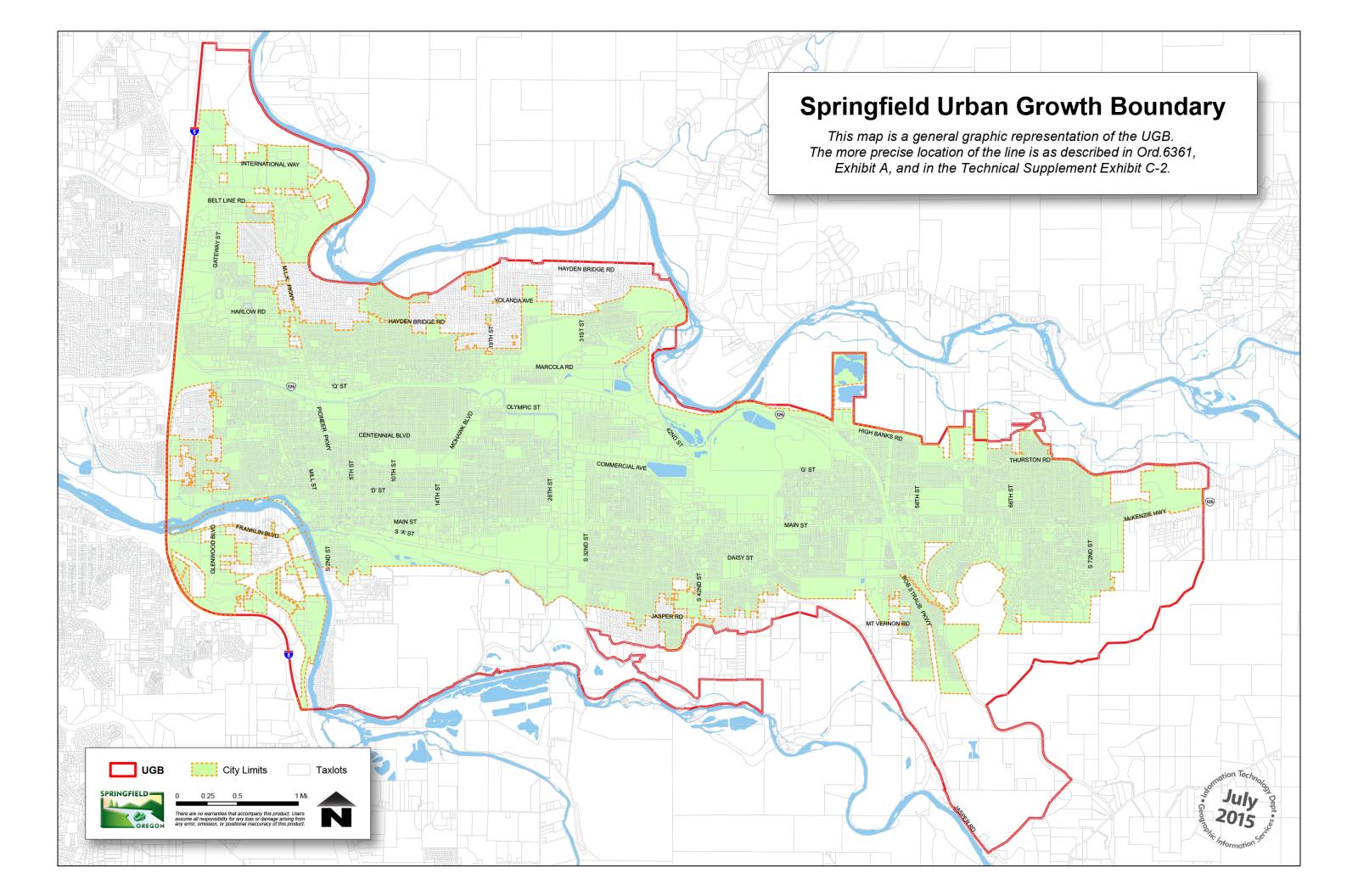
SPRINGFIELD UGB AMENDMENTS 2011-2016

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.²⁷ 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 Highway 5. The UGB provides sufficient land designated to meet all residential land needs

²⁶ Springfield Ord. 6361, Lane County PA 1304, Exhibit C-2 UGB Technical Supplement

²⁷ Springfield Ordinance No. 6268, Lane County Ordinance No. PA 1274



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. 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. 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.³⁰ 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.³¹

²⁸ Springfield Ordinance 6361, Lane County Ordinance PA 1304, Exhibit A-2

²⁹ Springfield Commercial and Industrial Land Inventory and Economic Opportunities Analysis, 2015

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.

³¹ 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.³² 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 processes³³ 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.

³² Agreement Regarding the Transfer of Building and Land Use Responsibilities within the Urbanizable Portion of the Springfield Urban Growth Boundary, January 1, 1987.

³³ 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 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 buildable³⁴ 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, both before after annexation. In addition to the plan designation, 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 Zoning implements this provision of the law through two different zoning mechanisms in the Springfield Development Code: 1) the Agriculture - Urban Holding Area Zoning 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 placed over multiple plan designations. Both zoning 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 Government and Education or Public/Semi Public is zoned Public Land and Open Space on the Springfield Zoning Map.

³⁴ 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 Districts				
Metro Plan Designation	Springfield Zoning District(s) Applicable Before Annexation	Springfield Zoning District(s) Applicable After Annexation		
Urban Holding Area — Employment	Agriculture — Urban Holding Area (AG) Zoning District	Employment zoning such as: Employment Mixed Use ³⁵ Campus Industrial Employment		
Special Heavy Industrial Light Medium Industrial	Urbanizable Fringe Overlay District (UF-10)	Special Heavy Industrial ³⁶ 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 Small Lot Residential ³⁷ Medium Density Residential High Density Residential		
Glenwood 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 Special Density Residential ³⁸		
Glenwood Refinement Plan: Light Medium Industrial	Urbanizable Fringe Overlay District (UF-10)	Light Medium Industrial ³⁹		
Glenwood Refinement Plan: Parks and Open	Public Land and Open Space (PLO)	Public Land and Open Space (PLO)		
Public – Semi Public	Public Land and Open Space (PLO)	Public Land and Open Space (PLO)		
Natural Resource	Agriculture — Urban Holding Area (AG) Zoning District	Natural resource protection zoning such as: Natural Resource Public Land and Open Space Natural Resource Overlay		
Government and Education	Public Land and Open Space (PLO) ⁴⁰	Public Land and Open Space (PLO)		

³⁵ Zoning to be determined through subsequent Springfield 2030 Comprehensive Plan or refinement plan updates.

³⁶ Ibid.

³⁷ Ibid.

³⁸ 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.

³⁹ Zoning to be determined through subsequent Springfield 2030 Comprehensive Plan or refinement plan updates.

⁴⁰ 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-sector⁴¹ industries identified in the most recent economic opportunities analysis and Economic Element policies of this Plan.

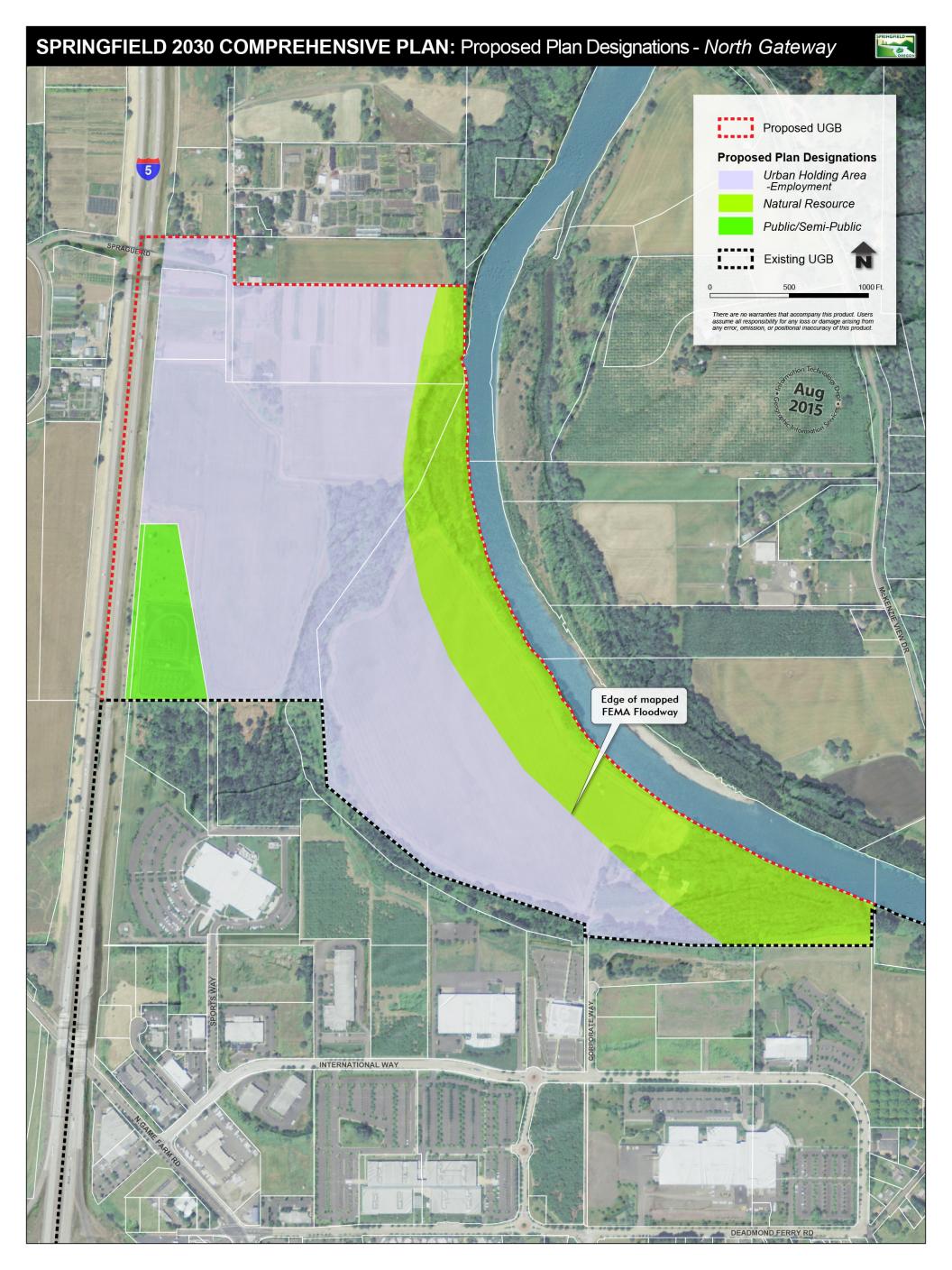
The City expanded the UGB in 2016 to support diversification of the economy by increasing opportunities for siting target industry employers that require large sites. The expansion was based on the lack of vacant or potentially redevelopable parcels larger than five acres in the City's 2008 inventory of employment land and the need for large parcels identified in the Economic Opportunities Analysis. 42 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.

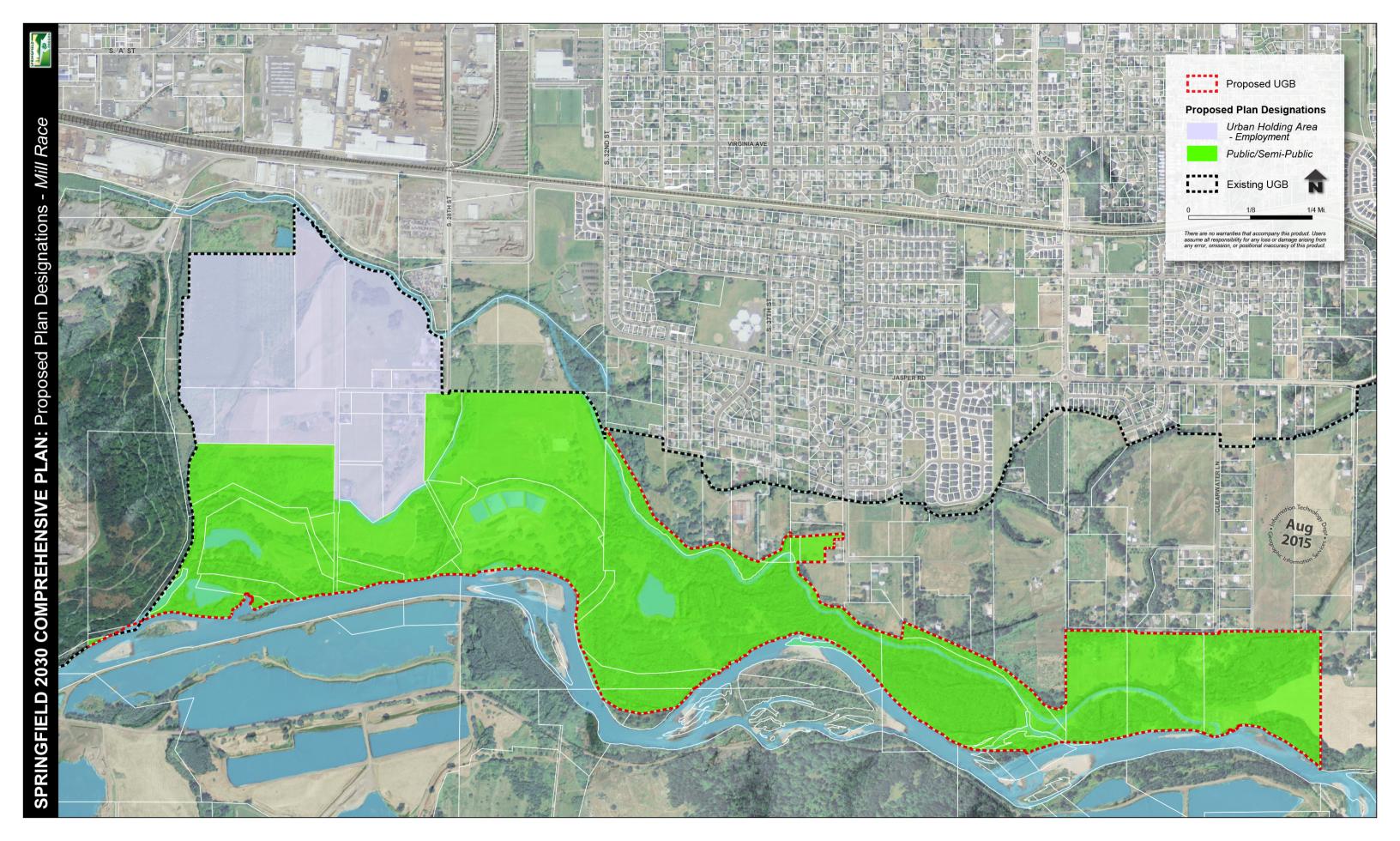
The UHA-E plan designation and Agriculture – Urban Holding Area Zoning District work together to serve important purposes in the 2030 Comprehensive Plan. Land suitable for large employers is identified, reserved and protected from incompatible interim development.

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

⁴¹ ORS 285A.010(9)

⁴² Springfield Commercial and Industrial Buildable Land Inventory and Economic Opportunities Analysis, Table 5-4





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 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:⁴³

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 District Implements the UHA-E Plan Designation

Lands within the UHA-E designation are zoned Agriculture – Urban Holding Area⁴⁴ 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 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.

⁴³ Springfield Ordinance 6361, Lane County Ordinance PA1304, Exhibit A-2

⁴⁴ 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 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:

Table 4: Urbanizable Land in UF-10 Zoning District			
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 hazards⁴⁵ 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;

⁴⁵ 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 County⁴⁶, 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 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, 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

⁴⁶ 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 Approva	l P	rocess Steps – Urban Holding Areas
	City-initiated Planning Process		Owner-initiated Planning Process
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 Comprehensive Plan policies and Springfield Development Code standards.	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.
2.	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 zoning remains in effect until Master Plan and new zoning are approved.	2.	Applicant prepares and submits Plan Amendment application to address all applicable Statewide Planning Goals, Metro Plan and 2030 Comprehensive Plan policies, and Springfield Development Code standards. Applicant proposes employment plan designations (e.g. Employment, Employment Mixed Use, Campus Industrial, Industrial).
3.	City prepares and approves Zoning Map Amendment to apply new zoning districts (e.g. Industrial, Campus Industrial, Employment Mixed Use, Employment). Land is planned and zoned and eligible for annexation.	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 zoning remains in effect until Master Plan and new zoning are approved.
4.	Applicant prepares and submits Master Plan and annexation applications with demonstration of key urban service provision.	4.	Applicant prepares and submits Master Plan with proposed zoning and demonstration of key urban services provision. Applicant submits annexation application.
5.	City approves Master Plan and annexation.	5.	City approves Master Plan and Zoning Map Amendment and annexation.
6.	Applicant submits Site Plan, Subdivision etc. Type II development applications.	6.	Applicant submits Site Plan, Subdivision etc. Type II development applications.

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.



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 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 districtspecific 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.⁴⁷ 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 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

⁴⁷ ORS 285A.010(9)

purpose of establishing a Natural Resource or Public/Semi-Public Parks and Open Space designation within the floodway, wetland or riparian resource portions of the site may create lots/parcels less than 50 acres within the Natural Resource or Public/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/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/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 redesignation or zoning map amendment that allows urbanization.
- 10. Refinement Plans, District Plans, Master Plans and zoning 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 manufacturing⁴⁸ 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

⁴⁸ 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.

Area-Employment (UHA- E) sites shall not be re-designated or zoned to permit development of regional retail commercial uses.

12. Master plans are required for contiguous ownerships over 5 acres designated UHA-E and shall address all of the policies of this Plan and the Master Plan requirements of the Springfield Development Code.

Policies: Development within the Urbanizable Fringe (UF-10) Overlay Zoning District

- **13.** Unless the following conditions are met, the minimum lot size for campus industrial designated areas in the UF-10 Zoning District shall be 50 acres and the minimum lot size for all other designations in the UF-10 Zoning District shall be 10 acres. Land division in the UF-10 Zoning District will be subject to the following requirements:
 - (a) The approval of a conceptual plan for ultimate development at urban densities in accordance with applicable plans and policies. The conceptual plan shall remain in effect until superseded by other plans or actions required to enable full urban density development.
 - (b) Proposed land uses and densities conform to applicable plans and policies.
- **14.** Any proposed land division in the UF-10 District that creates any lot under five acres in size will require utilizing the following additional standards:
 - (a) The property will be owned by a governmental agency or public utility.
 - (b) A majority of parcels located within 100 feet of a boundary of the property are smaller than five acres.
 - (c) The land division does not result in more than 3 parcels.
- **15.** The siting of all residences on urbanizable lots served by on-site sewage disposal systems shall be reviewed by Lane County to ensure the efficient future conversion of these lots to urban densities according to *Plan* assumptions and minimum density requirements.
- **16.** The Development and Public Works Director may accept the use of on-site sewage disposal systems as a temporary measure for approval of industrial and commercial development proposals within Campus Industrial designated areas in conjunction with annexation to a city provided:
 - (a) It is in the City's interest to encourage economic diversification; and
 - (b) Extension of the public wastewater system is imminent or is identified as part of an approved capital improvement program; and
 - (c) An annexation agreement establishes the timeframe for connecting to the public wastewater system.

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 — both within and between neighborhoods and districts.

- 17. In new growth and redevelopment areas throughout the City, plan and support the transition to transportation-efficient land use patterns by providing incentives such as City-initiated plan and zoning updates, technical assistance, implementation of design standards, and permit processing assistance to guide the development of well-designed neighborhoods, efficient and economically viable mixed use districts and corridors.
- 18. Within districts and neighborhoods currently characterized by a limited range of land uses and activities, pursue comprehensive planning and zoning code updates to allow for mixeduse development at appropriate locations as one method of providing additional land use diversity and choices - as described in the Economic and Residential Land Use Elements of this plan.
- 19. Support new development and redevelopment in mixed use areas to address Springfield's needs for housing, employment, and shopping opportunities in connected, walkable neighborhood locations served by the region's frequent transit network (FTN).
- 20. Plan and zone land to support transit-oriented land use patterns and development, including but not limited to higher intensity development in the City's employment and commercial centers and along major transit corridors; employment uses located within 1/4 mile of transit stations or stops; and residential development within ½ mile of transit stations or stops.
- 21. As permitted under Oregon law, require improvements in new commercial, public, mixed use, and multi-unit residential development that encourage walking, bicycling and the use of transit.
- 22. Plan and zone the North Gateway UHA-E area to guide development of a well-designed employment district adjacent to the Interstate 5 economic corridor to support diversification and improvement of the local, regional and state economies and to make efficient use of existing and planned public transportation systems and infrastructure. Applicant-initiated plan designation and zoning changes shall address logical extension of transportation and public facilities to serve the entire North Gateway UHA-E district. Development within the North Gateway District shall be zoned and designed to enhance the distinctive physical surroundings and natural resources of the area while accommodating growth and change through implementation of attractive building exteriors and low impact development practices.

- 23. Amend the Gateway Refinement Plan to include the North Gateway UHA-E area prior to or concurrent with approval of an owner-initiated plan amendment or zone change that allows urban development in the North Gateway UHA-E area. The amended Gateway Refinement Plan shall describe the logical extension of transportation and public facilities to serve the entire North Gateway UHA-E area.
- 24. Lands added to the UGB in 2016 for employment, public facilities, parks, open space and recreation in the Mill Race area shall be comprehensively planned in the context of a larger Mill Race District that includes the Booth Kelly Mixed Use site and the industrially-zoned lands south of the railroad corridor. The plan shall identify opportunities for integrating economic development, recreation, arts, culture, historic interpretation, and pedestrian/bicycle connectivity between the Middle Fork Willamette River and Downtown District; and shall identify development standards that protect Drinking Water Source Areas and other natural resources from incompatible development.
- 25. As depicted in Ordinance No. 6361 Exhibit A-2, lands developed with and occupied by Springfield Utility Board and Rainbow Water District public drinking water wells and wellfields included in the 2016 UGB expansion are designated Public/Semi Public to accommodate and protect Springfield's public water system facilities and Drinking Water Source Areas and shall not be re-designated to allow for other urban uses.
- **26.** As depicted in Ordinance No. 6361 Exhibit A-2, certain Willamalane Park and Recreation District lands, parks and facilities are included in the 2016 UGB expansion and are designated Public/Semi Public to accommodate community needs for open space and recreation and shall not be re-designated to allow for other urban uses.

UG-3

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

27. The coordinated, timely provision of urban services is a central element of the City's comprehensive growth management strategy for infill, redevelopment and new development. Development undertaken in pursuit of housing goals, diversifying the economy and neighborhood livability shall occur only after the logical and efficient delivery of all urban services have been provided to these sites.

- Prepare and adopt comprehensive plan and zoning updates at the neighborhood, district, and corridor scale to determine the density, character and design of urban development in alignment with infrastructure capacity to ensure efficient and economical delivery of urban services in balance with the City's financial resources.
- 28. Regionally significant public investments within Springfield's UGB shall be planned on a

- metropolitan-wide basis, as described in the regional transportation and public facilities plans.
- 29. Annexation shall continue to be a prerequisite for urban development and the delivery of City services in accordance with the Springfield Comprehensive Plan and Springfield Development Code.
- 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.
- 31. For the purposes of land use planning and annexation approval, the Springfield Comprehensive Plan defines key urban facilities and services as: 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; communication facilities; and public schools on a district- wide basis.⁴⁹
- **32.** Urban services provided by the City upon annexation to Springfield include storm and sanitary sewer; water; transportation systems; police and fire protection; planning, building, code enforcement and library services; and public infrastructure maintenance of City-owned or operated facilities.
- **33.** Springfield Utility Board (SUB) is the water service provider within the Springfield city limits. SUB will be the electrical service provider within the UGB as provided or permitted under Oregon law.
- **34.** When unincorporated territory within the UGB is provided with any new urban service, that service shall be provided by one of the following methods in this priority order:
 - (a) Annexation to City; or
 - (b) Contractual annexation agreements with City
- **35.** The City shall not extend water or wastewater service outside city limits to serve a residence or business without first obtaining a valid annexation petition, a consent to annex agreement, or when a health hazard abatement annexation is required.
- **36.** The City may approve construction of urban transportation and public infrastructure

⁴⁹ This plan does not address facilities and services provided by Lane County, the State of Oregon, or the Federal government, and does not preclude provision of those services within Springfield.

facilities prior to or concurrently with development proposals provided that such infrastructure construction is consistent with the Public Facilities and Services Plan, Springfield Wastewater and Stormwater Master Plans, the regional and local transportation system plans, or the Capital Improvement Program.

- The City shall continue to seek funding opportunities and public-private partnerships to allow construction of key urban infrastructure elements to support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin Corridor multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.
- 37. Prior to re-designating and rezoning land designated Urban Holding Area- Employment, the City shall update and adopt amendments to the Eugene-Springfield Metropolitan Public Facilities and Services Plan (PFSP) that may be needed to identify new facilities or major modification of facilities needed to serve development of urban employment uses within the North Gateway or Mill Race districts as necessary to demonstrate consistency with statewide planning Goal 11 and Goal 11 administrative rules requirements and the policies of Metro Plan Chapter III-G Public Facilities Element of the Metro Plan.
- 38. To ensure that changes to the Springfield Comprehensive Plan are supported by adequate planned transportation facilities, the City shall update and adopt amendments to the Springfield Transportation System Plan (TSP) to identify facilities that may be needed to provide and encourage a safe, convenient and economic multi-modal transportation system to support development of urban uses and densities in the North Gateway and Mill Race areas. The TSP update shall be coordinated with City-initiated comprehensive land use planning or owner-initiated plan amendments and shall be prepared and adopted prior to or concurrently with any plan or zoning amendment that allows an increase in trips over the levels permitted in the AG zone.
- 39. The North Gateway and Mill Race districts shall be planned and designed to encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation; support the mobility needs of the transportation disadvantaged; and provide for safe and convenient vehicular, transit, pedestrian, and bicycle access and circulation. Plan and zoning amendments shall include a transportation system analysis and plan to demonstrate compliance with Statewide planning Goal 12 and Goal 12 administrative rules.
- **40.** Public transportation systems shall be designed to facilitate future extension of the public transit system to serve the North Gateway district.

Note: For other related policy discussion, see the Public Facilities and Services Element in Metro Plan Chapter III-G. The Springfield Comprehensive Plan Urbanization Element does not address service districts or the financing or management of services that are provided; and does not preclude dissolution, merger, expansion or creation of special districts by public agencies.



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.

- **41.** Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of the McKenzie and Willamette River and waterway corridors as Springfield grows and develops.
- **42.** Land use regulations and acquisition programs along river corridors and waterways shall take into account the concerns and needs of the community, such as recreation, resource protection, wildlife habitat, enhancement of river corridor or waterway environments, potential for public access, and opportunities for river-oriented urban development and infrastructure design.
- **43.** The City of Springfield and Willamalane shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.
- **44.** New development that locates along river corridors and waterways shall be designed to enhance natural, scenic and environmental qualities of those water features.
- **45.** Continue efforts to restore, enhance and manage the Springfield Mill Race to fulfill multiple community objectives. Partner with Willamalane and Springfield Utility Board to provide public access to the Mill Race where appropriate.
- **46.** Continue efforts to provide increased opportunities for public access to the Willamette River Greenway and the McKenzie River through comprehensive planning, development standards, annexation agreements, the land use permitting process, and through partnerships with Willamalane, Springfield Utility Board and property owners.
- **47.** Prior to approval of a plan amendment or zone change that permits urban development within the North Gateway or Mill Race District urbanizable lands, the Springfield Local Wetland Inventory shall be updated in accordance with Statewide planning Goal 5 and Goal 5 administrative rules requirements.
- **48.** Prior to approval of a plan amendment or zone change that permits urban development within the North Gateway or Mill Race District urbanizable lands, the Springfield Natural Resources Inventory shall be updated in accordance with Statewide planning Goal 5 and Goal 5 administrative rules requirements and the Springfield Natural Resources Study shall be amended. The inventory process shall map the resource areas, determine significance, and adopt a list of significant resource sites as part of the comprehensive plan and land use regulations. More precise field surveys to locate top of bank and to monument riparian area setbacks are required prior to site plan approval and issuance of building permits.

- **49.** Employment lands designated UHA-E shall be planned and zoned as economic districts that provide and promote suitable sites for clean manufacturing⁵⁰ 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 Area-Employment (UHA- E) sites shall not be re-designated or zoned to permit development of regional retail commercial uses.
- **50.** The Springfield Water Quality Limited Waterways Map shall be updated to include the North Gateway and Mill Race Districts. Springfield's implementation measures to maintain the City's compliance with the Clean Water Act and other Federal resource protection mandates shall automatically apply to the lands included in the UGB through the provisions of the Springfield Development Code.
- 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.

- **51.** Grow and develop the City in ways that will ensure the stability of Springfield's public drinking water supply to meet current and future needs.
 - Prior to City approval of annexation, land division or site development in the North Gateway and Mill Race UHA-E districts, the City in partnership with Springfield Utility Board shall conduct a Springfield Development Code Amendment process to prepare and apply specialized development standards that protect Drinking Water Source Areas to urbanizable lands designated UHA-E to ensure that new development contributes to a safe, clean, healthy, and plentiful community drinking water supply. The standards shall identify design, development, construction and best management processes appropriate and necessary to maintain aquifer recharge and protect drinking water quality and quantity. The standards shall also identify land use buffers appropriate and necessary to protect the Willamette Wellfield and the surface water features that are known to be in hydraulic connection with the alluvial aquifer.
 - Continue to Update the Springfield Comprehensive Plan and Springfield
 Development Code as new natural hazards information becomes available.
 - Encourage increased integration of natural systems into the built environment, such as vegetated water quality stormwater management systems and energy- efficient buildings.

⁵⁰ 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.

- **52.** Grow and develop the City in ways that maintain and improve Springfield's air quality to benefit public health and the environment.
 - Prioritize and seek funding for mixed use land use district planning and multi-modal transportation projects that reduce reliance on single occupancy vehicles (SOVs) consistent with Springfield Transportation System Plan (TSP) Policy 1.2, 1.3 and 1.4.
 - Coordinate land use and transportation system planning for urbanizable lands at the refinement plan and/or Master Plan level to identify and conceptually plan alignments for locating multi-modal facilities.
 - Plan, zone and design transportation systems in the North Gateway and Mill Race Urban Holding Area - Employment districts to provide multi-modal transportation choices for district employees.
 - Promote the use of active transportation systems as new growth areas and significant new infrastructure are planned and developed.

FINDINGS

Population & Employment Forecasts for the 2010-2030 Planning Period

In order to achieve timely compliance with their statutory obligations under ORS 197.304 (2007) Or Laws Chapter 650, the cities of Eugene and Springfield and Lane County coadopted the following coordinated population forecasts into the Metro Plan for Springfield's jurisdictional areas:

	2030	2031	2032	2033	2034	2035
Springfield – City Only	74,814	75,534	76,254	76,974	77,693	78,413
Metro Urban Area East of I-5	6,794	6,718	6,642	6,567	6,491	6,415
Total	<u>81,608</u>	82,252	82,896	<u>83,541</u>	<u>84,184</u>	84,828

These figures effectively provide coordinated projections for years ending 2030 through 2035 and were used as the basis for the Springfield 2030 UGB and plan policies adopted to meet residential and employment land needs for the 20-year planning period 2010-2030. The 2030 UGB relied on the 2006 employment forecast⁵¹ 28of 13,440 new employees for Springfield in the year 2030 to project employment land needs.

⁵¹ The employment forecast in the adopted Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis, Appendix C.

Land Inventories & Analyses for the 2010-2030 Planning Period

The Springfield Comprehensive Plan is supported by the following land inventories and technical analyses which are adopted as technical supplements to this Plan:

Goal 10: Springfield Residential Land and Housing Needs Analysis (acknowledged in 2011)⁵²

Goal 9: Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (acknowledged in 2019)⁵³

Definitions of constrained and unconstrained land. The land area included in the Springfield 2030 Urban Growth Boundary includes land constrained by natural features, natural hazards, natural resource protection buffers, and 230KV transmission line easements. Constraints are factors that preclude land development or affect the desirability of land for development. Constraints reduce the development capacity of land.

OAR 660-009-0005(2) defines "development constraints" as factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas. Assumptions about constraints affect the amount of suitable, buildable land in the City's inventories, and thus the amount of land Springfield needs to designate to meet housing and employment needs for the planning period. Table 6 shows constraints that were considered unbuildable for the purpose of the 2010-2030 land inventories.

Table 6: Development Constraints Springfield Comprehensive Plan Land Inventories (2010-2030)

Assumed Constraints Employment Land⁵⁴

Absolute Development Constraints. The following factors are considered absolute development constraints which make employment land unsuitable for development:

- Floodway
- Wetlands
- Riparian resource areas
- Slopes greater than 15%

Springfield's Natural Resources Inventory and Lane

Assumed Constraints Residential Land⁵⁵

<u>Unsuitable</u>, <u>Not Serviceable Land</u>. Tax lots or areas within tax lots with one or more of the following attributes:

- Floodway
- Wetlands
- Riparian resource areas and setbacks
- Areas with severe landslide potential (DOGAMI map)
- Slopes greater than 25%
- Easements containing a 230KV

⁵² Adopted as a Technical Supplement to the Springfield Residential Land Use & Housing Element

⁵³ Adopted as a Technical Supplement to the Springfield 2030 Economic Element

⁵⁴ Springfield Commercial and Industrial Land Inventory and Economic Opportunities Analysis, page 14.

⁵⁵ Springfield Residential Land and Housing Needs Analysis, page 10, Map 3-4.

County Rural Comprehensive Plan Natural Resources Inventory identify wetlands and riparian resource areas protected from development by City Ordinance in compliance with Goal 5, the federal Clean Water Act and the federal Endangered Species Act.

- transmission line
- Small, irregularly shaped lots
- Publicly owned land

