

Exhibit D

Neighborhood Refinement Plan Amendments for Springfield-only adoption

For Elected Officials – October 16, 2023
incorporating revisions identified by staff

East Main Refinement Plan:

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

Mid-Springfield Refinement Plan:

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

Q Street Refinement Plan:

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

EAST MAIN REFINEMENT PLAN

(Interim Printing June 2023)

Prepared by:

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



ADOPTION DATES:

**City of Springfield – April 4, 1988
Lane County – June 22, 1988
City of Eugene (Metro Plan Amendments Only) – April 25, 1988**

TEXT AMENDMENT DATES:

January 21, 2020

DIAGRAM AMENDMENT DATES:

**June 5, 1989
March 15, 1993
November 15, 1993
October 7, 2002
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July 16, 2007**

TABLE OF CONTENTS

INTRODUCTION	2
FINDINGS	23
ELEMENTS: CRITERIA, GOALS & POLICIES	
RESIDENTIAL ELEMENT	110
MIXED-USE ELEMENT	143
COMMERCIAL ELEMENT	165
INDUSTRIAL ELEMENT	176
PUBLIC FACILITIES ELEMENT	187
ENVIRONMENTAL DESIGN & RECREATION ELEMENT	2049
ENVIRONMENTAL DESIGN	2049
RECREATION	2049
ACCESS, CIRCULATION & PARKING ELEMENT	232
TRANSIT	232
BICYCLE	243
PLAN IMPLEMENTATION ELEMENT	254
GLOSSARY	276

LIST OF MAPS

AMENITIES & PUBLIC FACILITIES.....	1
PLAN DIAGRAM	28
LARGE VACANT AREAS	29
DEVELOPMENT CONSTRAINTS	30
CITY OF SPRINGFIELD SANITARY SEWER SYSTEMS	31
NEIGHBORHOOD PARK SERVICE AREAS	32
STREET CONDITIONS	33
PROPOSED STORM SEWER IMPROVEMENTS	34

APPENDIX

REFERENCES TO POLICIES OF THE METRO PLAN 1987 UPDATE.....	i
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INTRODUCTION

PURPOSE

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

PLAN RELATIONSHIPS

COMPREHENSIVE PLANS

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

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

In 202X, the City and Lane County co-adopted a Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replace the text in the Metro Plan Diagram Chapter II-G and remove the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary. The Springfield Comprehensive Plan Map includes the plan designations from adopted Neighborhood Refinement Plan Diagrams. An updated Refinement Plan Diagram reflecting amendments since the Refinement Plan's original adoption and some minor plan designation name changes is included prior to the Table of Contents in this document. The original Refinement Plan Diagram is retained on page 28 for historical reference.

NEIGHBORHOOD REFINEMENT PLANS

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

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

FINDINGS

RESIDENTIAL

- 1) Many Medium and High Density Residential developments in the East Main area front on and take their access from Main Street. Many of these developments are not acoustically designed to reduce noise from Main Street.
- 2) Residents in the area have complained to the City of truck drivers bringing fully loaded trucks onto local streets.
- 3) Compact Medium and High Density Residential development along major streets is conducive to improved transit ridership and the viability of adjacent commercial developments.
- 4) The Metro Plan encourages the location of Medium and High Density Residential within ½ mile of existing or future employment centers (Metro Plan, page III-F-5, policy #2).

A large portion of the East Main area is within ½ mile of the Weyerhaeuser Springfield Operation, Springfield's largest employer.

- 5) The Metro Plan encourages the location of higher density residential uses near existing or future commercial centers (Metro Plan, page III-A-7, policy #30).

There are two large commercial nodes in the East Main area: 42nd and Main Street, and 57th and Main Street.

- 6) Conflict between property owners may occur where there is an absence of adequate visual and acoustic buffering between commercial/industrial uses and residential uses. In the East Main Area there are very few cases where visual or acoustic buffering between commercial/industrial uses and residential uses have been employed.
- 7) Older mobile home parks are generally developed at a higher density than surrounding Low Density Residential areas due to the use of single wide manufactured homes and the less restrictive standards at the time the parks were built.
- 8) There is an area of approximately 90 acres south and west of the Weyerhaeuser Logging Road, which is vacant residential land (see Area #1, on the Refinement Plan Diagram).
- 9) The tree covered ridgeline in Area #1 is visible from Main Street and serves as an attractive setting for residential development.
- 10) There is a pond located in Area #1 of the Refinement Plan Diagram. It is not identified in the Metro Plan wetland inventory. As a potential wetland this site will be inventoried during the Metro Plan Update process to determine its significance.
- 11) A portion of a lot located north of the proposed Daisy Street Connector and west of the Weyerhaeuser Logging Road (see Development Constraints map) has poor access.
- 12) Along Main Street, in the area east of 49th Street, Medium and High Density Residential uses predominate and are interspersed with neighborhood oriented commercial uses and some community commercial uses. Strip commercial activity has not completely taken over this area.

- 13) Rental vacancy rates are decreasing and rents are rising creating a market for new rental housing construction.
- 14) Siting high density housing is difficult considering the fact that the majority of the areas where high density housing is most appropriate, near the downtown areas and close to areas of employment of shopping areas, has little vacant land. For the reasons mentioned above, it is important to preserve vacant areas which are designated for medium and high density residential use ~~on the Metro Plan Diagram~~.

MIXED-USE

- 1) The area between 43rd and 49th Streets along Main Street has a mix of High and Medium Density Residential, Neighborhood and Community Commercial, and one Light-Medium Industrial (LMI) use.
- 2) Much of the area fronting on Main Street, in the East Main area, ~~was~~ is designated Medium Density Residential/Mixed-Use on the Metro Plan Diagram.¹
- 3) There is little direction given in the Metro Plan on implementation of the Mixed-Use designation.²
- 4) There is a need to provide buffering between residential and commercial industrial uses within the Mixed-Use areas along Main Street.
- 5) Generally, larger mixed-use developments are more able to make efficient, attractive, and safe use of the land than smaller developments.
- 6) Where compatibility issues are adequately addressed, it may be desirable to maintain a mix of uses.
- 7) There are two large, vacant parcels 9 and 25 acres in size) within Mixed-Use Area #2 on the Refinement Plan Diagram.
- 8) The Springfield Development Code, as amended on November 17, 1987, allows Medium and High Density Residential uses in the Community Commercial zoning District within areas designated Mixed-Use on the Refinement Plan Diagram.

COMMERCIAL

- 1) There is virtually no visual buffering between commercial and industrial uses in the East Main area.
- 2) There is little direction given in the Metro Plan on the implementation of the Mixed-Use designation.³
- 3) There are two shopping centers within the East Main area, with mixed commercial, industrial and residential between the two centers.

INDUSTRIAL

¹ The designations shown on the Springfield Comprehensive Plan Map are based on the adopted refinement plan designations. The Metro Plan Diagram no longer includes plan designations for areas within Springfield's urban growth boundary (UGB).

² These findings supported the refinement plan adoption and have not been updated to reflect that the Land Use Element of the Springfield Comprehensive Plan Map replaces the Metro Plan Diagram Chapter II-G for areas with Springfield's UGB, which includes the Mixed-Use designation description.

³ IBID.

RESIDENTIAL ELEMENT

The residential section of this Refinement Plan examines the housing needs of the Springfield/Eugene Metro area and how they relate to the East Main area. The trend since the 1970's has been an increasing percentage of multi-family units in comparison with single-family units. Commercial development pressure for Main Street frontage threatens the availability of land designated for Medium and High Density Residential uses. In order to provide for the full variety of Springfield's future housing needs, it is necessary to maintain the supply of residentially designated land while recognizing the need to provide services to the surrounding neighborhoods.

Because the East Main area is so close to Weyerhaeuser a great opportunity exists to provide a variety of housing options close to Springfield's largest employer. The [Springfield Comprehensive Plan Map Metro Plan Diagram](#) shows a full range of residentially designated land within the East Main area, including: Single-Family, Medium Density, and High Density Residential.

The area shown as Low Density Area #1 on the Refinement Plan Diagram is largely undeveloped and still in large parcels. Area #1 is bisected by a tree covered ridge line, offering a unique opportunity to incorporate the existing features into a quality residential development.

CRITERIA FOR RESIDENTIAL REFINEMENT PLAN DESIGNATION

The Plan Designation Criteria are the basis for applying site specific land use designations in the East Main area. In areas where one set of criteria clearly applies the corresponding refinement plan designation shall apply. In certain areas one set of criteria may not clearly predominate. If this occurs other factors, such as metro area need for a specific type of land use may be considered and entered into the findings which support these designations. All designations shall be consistent with [the policies in the applicable comprehensive plans Metro Plan policies](#).

- 1) Generally, the Low Density Residential refinement plan designation shall be applied under the following circumstances:
 - A) Large areas of land that are primarily developed as high quality single-family;
 - B) Areas that are not interspersed with commercial development;
 - C) Areas that are not located directly on arterial streets;
 - ~~D) Areas that are designated Low Density Residential on the Metro Plan.~~

- 2) Generally, a Medium Density Residential refinement plan designation shall be applied on the Refinement Plan Diagram under the following circumstances:
 - A) Areas that are currently developed as high quality multiple-family;
 - ~~B) Where designated Medium Density on the Metro Plan;~~
 - ~~C)B) _____~~ To serve as a buffer between Low Density Residential and Community Commercial;
 - ~~D)C) _____~~ Within one half mile of a transit transfer station;
 - ~~E)D) _____~~ Within one half mile of a commercial or employment center; and
 - ~~F)E) _____~~ Within one quarter mile of an arterial street.

- 3) Generally, the High Density Residential refinement plan designation shall be applied under the following circumstances:
 - A) Areas that are currently developed as high quality High Density Residential;
 - ~~B) Areas that are designated High Density Residential on the Metro Plan Diagram;~~
 - ~~C)B) _____~~ Areas within one half mile of a transit transfer station;

- ~~D)C)~~ Areas which can meet the solar set-back requirements and other Development Code restrictions;
- ~~E)D)~~ Areas that are within one quarter mile of an arterial or collector street;
- ~~F)E)~~ Where large vacant parcels exist or a number of smaller parcels can be put together; and
- ~~G)F)~~ Within one half mile of a commercial or employment center.

GOAL

- 1) Provide a variety of sound, affordable housing for all segments of the population.

POLICIES

- 1) The City shall actively participate in efforts to maintain and enhance existing residential neighborhoods and attract compatible Medium and High Density Residential developments that would improve the East Main area.
- 2) Provide continued financing for the City's home and rental rehabilitation program, preferably at current funding levels or above, using CDBG funds and other sources.
- 3) The following policies shall be applied to Low Density Residential Area #1 on the Refinement Plan Diagram.
 - A) Development within Area #1 shall follow the development standards contained in Article 26 [now Section 3.3.500] of the Springfield Development Code, Hillside Development Overlay District. The Overlay District shall apply to all of Area #1.
 - B) Density transfer to other portions of Area #1 shall also be allowed for portions of Area #1 with development constraints other than slope (see Development Constraints map). In no case shall the total number of units exceed the maximum density allowed in the LDR District.
 - C) Transportation and access shall be designed to be sensitive to the terrain and recognize City and regional transportation needs.
 - D) A Conceptual Development Plan shall be prepared for Area #1 and approved by the Planning Commission according to the requirements in Plan Implementation Policy #2, prior to any development, partitioning or lot line adjustments in the area.
 - E) The minimum development area for Area #1 shall be 10 acres.
 1. This minimum development area may be slightly reduced if the Director determines that the development proposal is consistent with the Springfield Development Code, this refinement plan, and the approved Conceptual Development Plan.
 2. A Development Area Plan (DAP) shall be prepared according to the Plan Implementation Policy #3.

Medium Density Residential

- 4) A minimum development area of 30,000 square feet shall be required for all Medium Density Residential Development.

MIXED-USE ELEMENT

The Metro Plan designated most of the land along Main Street in the East Main area Medium Density Residential with a Mixed-Use Overlay. The Metro-Springfield Comprehensive Plan gives little direction to local jurisdictions on how to implement the Mixed-Use designation. Where compatibility issues can be addressed it may be beneficial to maintain a mixture of uses. This designation is intended to recognize the existing mixture of uses and to provide direction for future development in mixed-use areas.

CRITERIA FOR MIXED-USE REFINEMENT PLAN DESIGNATION

- 1) Generally, the Mixed-Use refinement plan designation may be applied under the following circumstances:
 - A) At least 50% of the lots within the proposed Mixed-Use area have buildings;
 - B) There is a mixture of legally established uses;
 - C) None of the other standard refinement plan designations recognize existing development patterns;
 - D) The existing zoning of a majority of the lots is in conflict with ~~the Metro Plan or the Metro-Mixed-Use Plan designation~~ is Mixed-Use; and
 - E) The area to be designated must be at least three acres in size, so that compatibility and design issues can be addressed comprehensively.

GOAL

- 1) Recognize areas which have a mixing of uses and allow for flexibility or design for larger vacant areas that are surrounded by mixed uses.

POLICIES

- 1) All uses shall comply with development standards of the underlying zoning as specified by the Springfield Development Code and this Plan.
- 2) AREA #2
 - A) The following land uses are allowed under Community Commercial zoning:
 - Medium and High Density Residential
 - All Community Commercial uses subject to Article 18 [now Section 3.2.300] of the Springfield Development Code.
 - B) All properties shall be legislatively rezoned to Community Commercial except as stated in section D below.
 - C) Light Medium Industrial uses shall be permitted as follows: a Development Area Plan of at least one acre shall be prepared in accordance with Plan Implementation Policy #3, prior to rezoning to Light Medium Industrial. Upon completion of the rezone Light Medium Industrial uses shall be subject to provisions of Article 20 [now Section 3.2.400] of the Springfield Development Code.
 - D) Allow for the continued Industrial use of developed industrial properties by maintaining the Light-Medium Industrial zoning where:
 - A) Existing zoning is industrial; and
 - B) The true cash value of industrial buildings on the site exceeds the true cash value of the land itself.

COMMERCIAL ELEMENT

Commercial activity in the East Main area has been centered on Main Street. Traffic generated by individual commercial activities along Main Street creates hazardous driving situations and extends the distance needed to travel between shopping destinations.

By encouraging commercial centers rather than strip commercial development a number of benefits can be attained: traffic is routed off the street into a centralized parking area, this allows shoppers to visit a number of shops without driving between them, slows traffic, and creates an internal circulation pattern, relieving pressure on the streets. These shopping centers are generally located near a large support population, decreasing the travel time and energy spent traveling to the shops.

CRITERIA FOR COMMERCIAL REFINEMENT PLAN DESIGNATION

- 1) Generally, the Community Commercial refinement plan designation shall be applied under the following circumstances:
 - A) Where it is not an intrusion into well-maintained residential neighborhoods;
 - B) Where it does not increase conflict between Low Density Residential and Commercial;
 - C) Where criteria for designating Medium Density Residential land does not apply;
 - D) Where legally created commercial uses exist;
 - E) Where adequate customer and service access to an arterial street can be provided; however, access to a collector street may suffice if safe and efficient access can be provided and if the access point (on the collector street) is within one quarter mile of an arterial street; and
 - ~~F) Where designated Commercial on the Metro Plan Diagram.~~

GOAL

- 1) Provide for commercial centers which meet the needs of the community, increase transportation efficiency and safety, and improve the appearance of the area.

POLICIES

- 1) Where safe and efficient vehicular access can be provided, encourage the development of neighborhood or small commercial shopping centers at the intersections of collector streets and Main Street.
- 2) Apply site-specific Commercial refinement plan designations to clearly define the limits of new commercial uses where there is not an existing, legally established, and beneficial mixing of uses.
- 3) Reduce the number of vehicular access points and require the rebuilding of curbs and installation of sidewalks and street trees along Main Street, through the Site Plan Review process and in public improvement projects.
- 4) Provide buffering between commercial and residential uses through Article 31 [now Section 5.17.100 of the Springfield Development Code, Site Plan Review process].

INDUSTRIAL ELEMENT

Industrial development in east Springfield has centered around Weyerhaeuser's Springfield operations, occupying over 200 acres. Residential and commercial development haphazardly followed Weyerhaeuser into the East Main area, once considered far from the city center. This unfortunate mixture of uses has created conflict. Residents of the area complain of the smell of the pulp mill, and commercial ventures covet the industrial land that fronts on Main Street. As these pressures build it becomes increasingly important to assure the availability of land for the expansion of industrial uses and the compatibility of those industrial uses with neighboring residential and commercial property.

CRITERIA FOR INDUSTRIAL REFINEMENT PLAN DESIGNATION

1) Generally, industrial refinement plan designations shall be applied under the following circumstances:

- ~~A) Metro Plan policies and the Metro Plan Diagram shall be applied in designating land for industrial use in East Main.~~
- ~~B) A) Encourage large blocks of Heavy Industrial land.~~
- ~~C) B) Recognize existing Light-Medium Industrial uses, and consider applying the Light-Medium Industrial refinement plan designation as a buffer between Heavy Industrial and Residential refinement plan designations.~~
- ~~D) C) Minimize areas where Industrial and Residential designations abut.~~

GOAL

1) Encourage the location of new and expanding industrial development in the East Main area which is compatible with surrounding uses.

POLICIES

1) The City shall encourage efforts of various agencies to attract new and retain existing jobs and businesses.

Implementation

The City shall maintain a current inventory of vacant commercial and industrial land and structures within the East Main area.

2) To avoid a piecemeal approach to compliance with off-site improvements required by Site Plan Review, the City shall work with Weyerhaeuser to develop an off-site improvement plan.

3) Where Heavy Industrial Plan Designations abut residential uses, a 20-foot wide buffer with vegetative screen shall be required.

Implementation

A) The mechanism which shall trigger the installation of this buffer shall be when a new or expanding industrial use is proposed to come within 100 feet of a residential district.

RECREATION

Within the East Main area there are no neighborhood parks. Neighborhood parks satisfy the recreational needs of the local area, i.e., the neighborhood population. However, Bob Artz Memorial Park, a community park, is also intended to serve the needs of the surrounding neighborhood. Bob Artz Memorial Park is not easily accessible to the residents south of Main Street, thus leaving the neighborhoods south of Main Street unserved by neighborhood parks. The population within the East Main Area according to the 1980 Census, was 4,385. The Willamalane Comprehensive Plan standard for neighborhood parks is 2 acres of park for every 1,000 residents. Since approximately 75% of the population is south of Main Street, the Willamalane Standard would suggest that there is a need for 6 acres of neighborhood park area south of Main Street.

There are sites within the area which might be available to help fill the need for neighborhood park facilities. Within the East Main area a number of planned unit developments were constructed which included required open space. These private open spaces are currently undeveloped and poorly maintained. If properly maintained as public open space, these sites could fill a need within the surrounding neighborhood.

Criteria for Parks Public Land and Open Space Refinement Plan Designation¹⁰

- 1) The Parks Public Land and Open Space designation shall be applied under the following circumstances:
 - A) Where public and private educational facilities, parks, cemeteries and golf courses exist;
 - B) For public offices, libraries and similar uses located in areas designated residential on the Springfield Comprehensive Plan Map~~Metro Plan Diagram~~;
 - ~~C) Where designated as Parks and Open Space on the Metro Plan Diagram; and~~
 - ~~D)C) _____~~ Where there is a need to protect significant natural features from development.

Goal

- 1) Continue to develop recreational facilities which fill the needs of the local area.

Policies

- 1) Encourage the inclusion of private and public parks, open space, and related recreational facilities in all residential developments.

Implementation

The following shall be considered by the City and Willamalane.

- A) Dedication of Open Space areas for public use in all residential developments.
- B) In-lieu of dedication, assessment of a development fee to be deposited in a trust fund for park development in the area.
- C) Consider the transfer of density in all residential developments. This would allow an area to be retained as park land or open space by transferring the number of units from the preserved area to another area of the development, thus increasing densities on the remaining residential land.

¹⁰ Ordinance **XXX** changed the name of the plan designation from Parks and Open Space to Public Land and Open Space.

- 2) The City and Willamalane Park and Recreation District shall insure that adequate parks and recreational facilities are provided to residents of the East Main area, in accordance with the Willamalane Comprehensive Plan and other adopted plans.
- 3) The City shall coordinate discussions between property owners and Willamalane to ensure that the open space facilities within the existing Planned Unit Developments are properly developed and maintained. (See Public Features map.)

Implementation

- A) If the property owners are unable to maintain the open space, a contract for maintenance by Willamalane shall be entered into between the property owners and Willamalane, or
- B) The open space shall be dedicated to Willamalane for the purpose of providing neighborhood parks in the area.
- C) These open spaces shall be designated Public Land Parks and Open Space on the Refinement Plan Diagram, and legislatively rezoned to PLO.

MID-SPRINGFIELD REFINEMENT PLAN

(Interim Printing June 2023)

Prepared by:

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



ADOPTION DATES:

City of Springfield – July 21, 1986

TEXT AMENDMENT DATES:

March 2, 1992

May 17, 1999

July 17, 2006

DIAGRAM AMENDMENT DATES:

March 2, 1987

June 18, 1990

March 2, 1992

September 21, 1992

March 6, 1995

May 15, 1995

May 17, 1999

December 6, 1999

December 9, 2002

July 18, 2005

July 17, 2006

INTRODUCTION

PURPOSE

The Mid-Springfield Refinement Plan will replace the Mid-Springfield Neighborhood Plan ~~and will be used in conjunction with the Metro Plan and TransPlan in making land use and public facilities decisions for the Mid-Springfield areas.~~ The primary reasons for revising this plan are: 1) to assign site-specific Mixed-Use Plan designations ~~in areas designated "Mixed-Use" on the Metro Plan Diagram;~~ and 2) to recognize the needs of industrial and commercial land uses and to resolve conflicts with residential neighbors. The boundaries of the planning area have been expanded to include additional industrial areas.

~~The Refinement Plan Diagram is more specific than the Metro Plan Diagram. The Refinement Plan is site-specific and shall be definitive in making land use decisions. Land use decisions made as a result of adoption of this plan shall be incorporated into Metro Plan inventories and shall be reflected on the Metro Plan Diagram as part of the next Metro Plan update in 1987-88.~~

Residential, Commercial and Industrial users of land in Mid-Springfield will be particularly interested in the "goals and policies" section of the plan as it addresses future development in the area. A "goal" is a statement of the general direction the City intends to follow. A "policy" is a statement mandating the direction that the City and private developers must follow in making land use decisions and developing property. Information about existing facilities, services, and conditions in the planning area are found under the "findings" heading. Findings serve as the factual basis for the policies in this plan.

In addition to serving as a refinement plan and an information source, the plan will be a guide to local decision-makers when dealing with area issues. It will be a valuable tool for commissions, committees and neighborhood groups regarding capital improvements, budgeting, block grant allocations and neighborhood self-improvement actions.

~~Finally, this plan is intended to provide for certainty in the land development process. Site-specific land use designations have been applied based on precise and understandable criteria. Difficult decisions are being made now, in order to provide greater certainty in the future.~~

RELATIONSHIP TO OTHER PLANS

COMPREHENSIVE PLANS

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

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NEIGHBORHOOD REFINEMENT PLANS

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

DESCRIPTION

The Mid-Springfield Refinement Plan covers the area bordered on the west by the railroad spur that parallels 28th St., the eastern edge is 42nd St., the southern border is the Southern Pacific track, and the northern boundary is the Eugene-Springfield Freeway. Within the plan boundaries are three residential neighborhoods: Adams Plat, North Main, and South Main.

HISTORY

Pre-World War II Springfield maintained a small-town demeanor. The center of Springfield was on Main Street near the river, and industry was to the northwest of the Main Street retail area and to the south of the millrace (Booth-Kelly Mill). Residences were located to the north of the retail center. Only a few residences were scattered among the filbert orchards east of 28th Street.

In 1940, the population of Springfield was 3,805, having increased by only 1,300 in the previous 30 years. In 1948, the Weyerhaeuser Company arrived in Springfield and in 1949, Booth-Kelly enlarged and modernized its mill. By 1950 Springfield had grown to 10,087.

In 1960 the Mid-Springfield area was annexed to the City of Springfield. At that time it was a rapidly developing area that lacked public service such as storm and sanitary sewers, parks, and fully improved streets. Springfield is still in the process of providing the full range of urban services to an area that developed under county standards.

Since the adoption of the Mid-Springfield Refinement Plan in July 1986, several significant planning activities have occurred which have a direct impact on the implementation policies in this Plan. These activities include the update of the Metro Plan, adopted in April 1987; adoption of TransPlan in July 2001; and adoption of Article 40 Mixed-Use Zoning Districts [now Section 3.2.600] and Article 41 /Nodal Development Overlay District [now Section 3.3.1000] in 2002. (Paragraph added by Ordinance Number 6178; Adopted July 17, 2006.) The Mid-Springfield Refinement Plan Diagram was the basis for the Springfield Comprehensive Plan Map adopted in 202X by Ordinance XXX.

INDUSTRIAL

- 1) The mix of industrial and residential uses in the Adams Plat have resulted in conflicts between the two uses.
- 2) In the Adams Plat there are four gravel roads and only two fully improved streets. The storm sewers and fire flows are inadequate for further industrial development in the Adams Plat area.
- 3) There is inadequate visual screening between industrial and residential uses where these uses adjoin each other.
- 4) The lots in the Adams Plat are often too small to accommodate the need of new industrial development.
- 5) Screening of industrial uses from streets is inadequate.
- 6) The Metro Plan gives direction on the applicability of industrial designations in the Mid-Springfield area.¹
- 7) There is a need to reduce the conflicts which arise when Heavy Industrial uses locate adjacent to Residential uses.
- 8) Light-Medium Industrial land is acting as a buffer between Heavy Industrial uses and Residential uses in some areas of the Mid-Springfield Refinement Plan area.
- 9) There are no Industrial uses abutting Main Street.
- 10) There are industrial buildings that represent a substantial capital investment that are located in areas planned for residential or commercial use.

COMMERCIAL

- 1) Main Street serves as a regional access route to the McKenzie River recreation corridor and to Central and Eastern Oregon and is classified as a major arterial.
- 2) The general appearance along Main Street is one of haphazard, unkept commercial development, with the notable exception of the development around 42nd Street.
- 3) With lot-by-lot strip development of Main Street there has been no coordination of design.
- 4) There is need for a refinement plan for East Main Street to set the limits of commercial expansion into residential areas, and to provide for certainty in the development of commercial land.
- 5) 42nd and Main streets is a major commercial node for East and Mid-Springfield.

TRANSPORTATION

¹ [These findings supported the refinement plan adoption and have not been updated to reflect that the Land Use Element of the Springfield Comprehensive Plan Map replaces the Metro Plan Diagram Chapter II-G for areas with Springfield's UGB, which includes plan designation descriptions.](#)

CRITERIA FOR DESIGNATING INDUSTRIAL LAND

- 1) ~~Applicable policies from Springfield's comprehensive plans Metro-Plan policies~~ and the ~~Metro-Plan Diagram~~ shall be applied in designating land for industrial use in Mid-Springfield.
- 2) Encourage large blocks of Heavy Industrial land.
- 3) Recognize existing light-medium industrial uses, and consider applying the Light-Medium Industrial plan designation as a buffer between Heavy Industrial and Residential plan designations.
- 4) Minimize industrial development along Main Street.
- 5) Minimize areas where Industrial and Residential designations abut, except in Nodal Development Area 9C as shown on the Potential Nodal Development Areas Map in TransPlan. (Criterion amended by Ordinance Number 6178; Adopted July 17, 2006.)

of any point on the current boundary of the Neste Plant site. (Policy added by Ordinance 5616, adopted March 2, 1992.)

- 14) The MDR designation of this site shall be subject to re-evaluation during periodic review unless the following circumstances are found to exist: (Policy added by Ordinance 5616, adopted March 2, 1992.)
- a. Substantial progress has been made on the project and the project as built and operated conforms substantially to the representations concerning affordability made by the applicant during the Metro Plan amendment process; or
 - b. An affirmative determination can be made, in light of all the circumstances, including the City of Springfield's forthcoming Housing Plan, that the property should be retained for affordable housing; and
 - c. Examples of substantial progress shall include acquisition of bonds to finance construction, completion of site plan review and start of construction.

CRITERIA FOR DESIGNATING RESIDENTIAL LAND

- 1) Generally the Medium Density Residential plan designation shall be applied under the following circumstances:
 - a) To areas that are currently developed as high quality multiple-family;
 - b) To large under-developed areas immediately adjacent to commercially designated land along Main Street;
 - c) On the west side of 42nd Street;
 - d) ~~Where designated exclusively Medium Density Residential (as opposed to "Mixed-Use") on the Metro Plan Diagram including~~ Nodal development Area 9C as shown on the Potential Nodal Development Areas Map in TransPlan; (Criterion amended by Ordinance Number 6178; Adopted July 17, 2006. This Ordinance referenced Criterion 3c in relation to amending Criteria for Designating Residential Land. However, criterion 1d as presented herein is the correct criterion.)
 - e) To serve as a buffer between single-family and commercial uses along Main Street;
- 2) Generally the Low Density Residential plan designation shall be applied under the following circumstances:
 - a) To large areas of land that are clearly single-family in character;
 - b) To areas that have not been seriously and directly affected by pockets of industrial or commercial development;
 - c) To areas that are not located directly on Main Street;
 - d) ~~To areas that are designated exclusively for Low Density Residential (as opposed to "Mixed-Use") use on the Metro Plan.~~

Q STREET REFINEMENT PLAN

(Interim Printing June 2023)

Prepared by:

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



ADOPTION DATE:

City of Springfield – March 16, 1987

TEXT AMENDMENT DATE:

June 18, 2007

DIAGRAM AMENDMENT DATES:

June 18, 2007

April 16, 2018

INTRODUCTION

HISTORY

Planning in the Q Street area has been evolving in the last 20 years. The Q Street area had been rapidly growing, leaving large areas of vacant land between developments, with little policy direction to provide for orderly development. In 1972 the Eugene/Springfield Metropolitan Area 1990 General Plan was adopted. The Q Street area was designated Low Density Residential with a strip of Medium Density Residential north of Q Street between 5th and 19th Streets.

The North Springfield Community Plan, one of the first refinement plans of the newly adopted 1990 General Plan, took a closer look at the area north of the Eugene/Springfield Highway. In this plan the Q Street area was examined in more detail; the area at the corner of the 2nd/3rd Street Couplet and Q Street was designated Low-Medium Density Residential (5-10 units/acre), the area between 5th and 7th Street adjacent to Q Street was designated Neighborhood Commercial, the area south of Q Street was designated Service Wholesale, and the area between 10th and 15th streets was designated Medium Density Residential (10-15 units per acre) if certain “detailed development criteria” were met (i.e., a Development Area Plan concept). These “detailed development criteria” required such things as combining narrow tax lots into developments of no less than 3.75 acres in size, using an internal circulation pattern.

The North Springfield Community Plan guided planning in the Q Street area until the adoption of the Metropolitan Area General Plan (Metro Plan) in 1980. The Metro Plan recognized the need for a community commercial center in the Q Street area and designated a section between N. 2nd and 7th Streets Community Commercial (for other designations see the Metro Plan map on page II-E-25 of the Metro Plan).

The Q Street Refinement Plan is the latest evolution of planning in the Q Street area. A citizen review group was formed in September of 1986 to develop a draft Q Street Refinement Plan. Shortly after the committee completed their work in late October, a neighborhood meeting was held at Page School to present the Plan to area residents. The comments received at the neighborhood meeting were forwarded to the Planning Commission at their November 5 work session. At the Planning Commission’s December 3 public hearing on the Plan, the commission directed staff to get together with property owners in the area between 2nd Street and 5th Street north of Q Street, to work out a compromise to the proposed 4-acre development area concept in that area.

The property owners formed a representative committee to work with staff from the Planning and Development Department. This committee met four times between mid-December and the February 4th Planning Commission public hearing. General consensus of the property owners in the area was reached on a compromise which was forwarded to the Planning Commission.

~~The Q Street Refinement Plan will be used in conjunction with the Metro Plan and TransPlan in making land use and public facilities decisions for the Q Street area.~~

PURPOSE

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

~~The Refinement Plan Diagram is more specific than the Metro Plan Diagram. This Refinement Plan is site-specific and shall be definitive in making land use decisions. Land use decisions made as a result of adoption of this plan shall be incorporated into Metro Plan inventories and shall be reflected on the Metro Plan Diagram.~~

A "policy" is a statement mandating the direction that private developers, the City and other public agencies must follow in making land use decisions and developing property. Information about existing facilities, services, and conditions in the planning area are found under the "findings" heading. Findings serve as the factual basis for the policies in this plan. The "Plan Diagram" is a graphic depiction of site-specific land use designations, and when used in conjunction with plan policies, gives direction for development in the Q Street area.

In addition to serving as a refinement plan and an information source, the plan ~~will be a guide to local decision-makers when dealing with area issues.~~ It will be a valuable tool for commissions, committees, and neighborhood groups regarding capital improvements, budgeting, block grant allocations and neighborhood self-improvement actions.

~~Finally, this plan is intended to provide for certainty in the land development process. Site-specific land use designations have been applied based on precise and understandable criteria.~~

PLAN RELATIONSHIPS

COMPREHENSIVE PLANS

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

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

In 202X, the City and Lane County co-adopted a Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replace the text in the Metro Plan Diagram Chapter II-G and remove the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary. The Springfield Comprehensive Plan Map includes the plan designations from adopted Neighborhood Refinement Plan Diagrams. An updated Refinement Plan Diagram reflecting amendments since the Refinement Plan's original adoption and some minor plan designation name changes is included prior to the Table of Contents in this document. The original Refinement Plan Diagram is retained on page 15 for historical reference.

NEIGHBORHOOD REFINEMENT PLANS

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

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

CRITERIA FOR PLAN DESIGNATIONS

The Criteria for Plan Designations are the basis for assigning site specific land use designations in the Q Street Area. In areas where one set of criteria clearly applies the corresponding plan designation shall apply. In certain areas one set of criteria may not clearly predominate. If this occurs, other factors such as ~~metro area~~ need for a specific type of land use shall be considered and entered into the findings which support these designations. All designations shall be consistent with policies from applicable Metro comprehensive plan policies.

COMMERCIAL

- 1) The ~~C~~Community Commercial plan designation shall be applied to areas adjacent to existing ~~C~~community ~~C~~commercial on the Springfield Comprehensive Plan Map Metro Plan Diagram or an area of four acres or larger not adjacent to Community Commercial ~~on the Metro Plan Diagram~~. In both cases, the following circumstances must predominate:
 - a) Where it is not an intrusion into well-maintained residential neighborhoods;
 - b) Where it would not increase land use conflicts between Low Density Residential and Community Commercial land uses;
 - c) Where legally established, pre-existing commercial uses exist;
 - d) Where adequate customer and service access to an arterial street can be provided; however, access to a collector street may suffice if safe and efficient access can be provided and if the access point (on the collector street) is within one quarter mile of an arterial street;
 - ~~e) Areas that are designated Commercial on the Metro Plan Diagram.~~
- 2) The General Office refinement plan designation may be applied in areas with existing Residential ~~Metro~~ Plan designations ~~without altering the Metro Plan General Land Use Diagram~~. To create or expand an area with this refinement plan designation, the following criteria must be met:
 - a) The area of the designation must be adjacent to a boundary between Residential and Community Commercial or Major Retail Commercial ~~Metro p~~Plan designations.
 - b) An area must be at least one acre in size to receive the General Office refinement plan designation.
 - c) A General Office designated area shall not be created or expanded to greater than 1.5 acres in size unless the development area abuts a collector or arterial street.

- d) A General Office designated area shall not be created or expanded greater than 5 acres in size.

RESIDENTIAL

- 1) The Low Density Residential plan designation shall be applied where the following circumstances predominate:
 - a) Areas that are primarily developed as single family;
 - b) Areas that are not intermixed with community commercial development;
 - c) Areas that are not located directly on arterial streets;
 - ~~d) Areas that are designated Low Density Residential on the Metro Plan Diagram.~~

- 2) The Medium Density Residential plan designation shall be applied where the following circumstances predominate:
 - a) Areas that are primarily developed as high quality Medium Density Residential;
 - b) Areas that are ~~designated Medium Density Residential, or~~ adjacent to Medium Density Residential designations, on the Metro Plan diagram;
 - c) Areas that could serve as a buffer between Low Density Residential and Community Commercial;
 - d) Areas that are within one-half mile of a transit transfer station.

- 3) The High Density Residential plan designation shall be applied where the following circumstances predominate:
 - a) Areas that are primarily developed as high quality High Density Residential;
 - b) Areas that are ~~designated High Density Residential, or are~~ adjacent to High Density Residential designations on the Metro Plan Diagram;
 - c) Areas that are within one-half mile of a transit transfer station;
 - d) Areas that are within one-half mile of large Community Commercial centers;
 - e) Areas which can meet the solar setback requirements and other Development Code standards;
 - f) Areas that are within one quarter mile of an arterial or collector street.

POLICIES

COMMERCIAL

- 1) Provide vacant and re-developable land to allow for the expansion of commercial uses, and to encourage new commercial development.
- 2) Encourage commercial shopping centers—as opposed to isolated or strip commercial uses to achieve: 1) Increased design flexibility; 2) Minimize the impacts of commercial development on adjacent residential neighborhoods, and 3) Reduce the number of access points on arterial and collector streets.
- 3) Where safe and efficient vehicular access can be provided, encourage the development of commercial shopping centers at the intersection of minor arterials and Q Street (a collector).
- 4) The development of a community commercial center at the northeast corner of the Couplet and Q Street would require a number of traffic and highway facility improvements, similar to those in the traffic impact study which has been prepared for the area. All such traffic improvements rest with the developer.
- 5) Apply site-specific Commercial plan designations to clearly define the limits of commercial uses.
- 6) Apply site plan review conditions (Article 31, Springfield Development Code) [now Section 5.17.100] to commercial development to: 1) Improve the appearance of Q Street area; and, 2) Minimize conflicts with residentially-designated areas.
- 7) Reduce the number of curb cuts and require the rebuilding of curbs through the site plan review process, especially along Q Street. Joint access shall be required of Residential Professional uses on land zoned Low Density Residential within the Plan Designation of Community Commercial.
- 8) The expansion of existing or location of new Neighborhood Commercial shall occur according to the Neighborhood Commercial locational criteria contained in the [Land Use Element of the Springfield Comprehensive Plan](#)~~Metro Plan, page II.E.6.~~
- 9) The General Office refinement plan designation establishes areas to which the GO - General Office zoning district may be applied. Areas so designated serve as transition zones, buffering residential development from more intensive commercial development in areas with commercial plan designations. The General Office refinement plan designation provides appropriate locations for business and professional offices such as financial, insurance and real estate services.

RESIDENTIAL

- 1) The City shall actively participate in efforts to maintain and enhance existing residential neighborhoods and attract compatible medium and high density residential developments that would enhance and benefit the Q Street area. This