

**BEFORE THE PLANNING COMMISSION OF SPRINGFIELD, OREGON
ORDER AND RECOMMENDATION FOR:**

AMENDMENTS TO THE EUGENE-SPRINGFIELD METROPOLITAN AREA]	
GENERAL PLAN (METRO PLAN), SPRINGFIELD COMPREHENSIVE PLAN,]	
SPRINGFIELD'S DOWNTOWN, EAST MAIN, GATEWAY, GLENWOOD,]	Case No. 811-23-000129-TYP4
MID-SPRINGFIELD, AND Q STREET NEIGHBORHOOD REFINEMENT]	
PLANS, AND SPRINGFIELD DEVELOPMENT CODE.]	

NATURE OF THE PROPOSAL

Request that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council regarding amendments to adopt a Springfield Comprehensive Plan Map and Land Use Element that replaces the text and Diagram in Chapter II-G of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) for land within the Springfield Urban Growth Boundary (UGB). The proposed amendments will apply to all land within the Springfield UGB, which includes land within city limits and urbanizable land outside city limits. This proposal includes amendments to:

- The Springfield Comprehensive Plan to adopt a Springfield Comprehensive Plan Map and a Land Use Element and to amend additional text for consistency with this action, as shown in Exhibit A – Draft Springfield Comprehensive Plan Amendments, which includes:
 - Exhibit A-1 Springfield Comprehensive Plan Map
 - Exhibit A-2 Land Use Element of Springfield Comprehensive Plan
 - Exhibit A-3 Additional text amendments to Springfield Comprehensive Plan
- The Metro Plan to reflect that the Springfield Comprehensive Plan Map and Land Use Element will replace the text and Diagram in Metro Plan Diagram Chapter II-G for lands within the Springfield UGB, as shown in Exhibit B – Draft Metro Plan Amendments.
- Springfield's Gateway and Glenwood Refinement Plans (text and diagrams) for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element, as shown in Exhibit C – Draft Neighborhood Refinement Plan Amendments for Co-adoption.
- Springfield's East Main, Mid-Springfield, and Q Street Refinement Plans (text and diagrams) for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element, as shown in Exhibit D – Draft Neighborhood Refinement Plan Amendments for Springfield-only adoption.
- Springfield's Downtown Refinement Plan for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element and to clarify amendments adopted by Ordinance 6148 (2005), as shown in Exhibit E – Draft Downtown Refinement Plan Amendments (Springfield-only adoption).
- The Springfield Development Code for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element, as shown in Exhibit F – Springfield Development Code Amendments.

Notice was sent to the Department of Land Conservation and Development on June 13, 2023, not less than 35 days prior to the first evidentiary hearing in compliance with OAR 660-018-0020.

Timely and sufficient notice of the public hearing has been provided on June 22, 2023, pursuant to Springfield Development Code 5.1.615.

On July 18, 2023, the Springfield Planning Commission held a duly noticed joint public hearing with Lane County Planning Commission on the proposed amendments. The public hearing was conducted in accordance with

Springfield Development Code Sections 5.1.610. After review of the staff report, evidence in the record, and public testimony, the Planning Commission determined that the proposed amendments meet the approval criteria.

CONCLUSION

On the basis of the Staff Report and Findings (Exhibit G) and evidence in the record, the proposed Springfield Comprehensive Plan amendments and Metro Plan amendments (Exhibits A and B) meet the approval criteria of Springfield Development Code 5.14.135. Additionally, the proposed Refinement Plan amendments and Springfield Development Code amendments (Exhibits C-F) meet the approval criteria of Springfield Development Code 5.6.115.

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that a RECOMMENDATION for approval of Springfield case number 811-23-000129-TYP4 be forwarded to the Springfield City Council for consideration at an upcoming public hearing.

Matthew S. Salazar
Planning Commission Chairperson

7/18/2023

Date

ATTEST
AYES: 4
NOES: 0
ABSENT: 2
ABSTAIN: 0

Exhibit A

Springfield Comprehensive Plan Amendments

A-1 Adopt a Springfield Comprehensive Plan Map as shown in Exhibit A-1.

A-2 Adopt a Land Use Element as shown in Exhibit A-2.

A-3 Amend additional text for consistency with adoption of a Springfield Comprehensive Plan Map and Land Use Element as summarized below and shown in track changes in Exhibit A-3.

The amendments to the Springfield Comprehensive Plan's Residential Land Use & Housing Element and Urbanization Element are more substantive and are shown in track changes in Exhibit A-3.

The following amendments to the Springfield Comprehensive Plan are not shown in track changes based on the limited nature of the amendments, which include:

- Replace references to "Metro Plan Diagram" or "2030 Plan Diagram" with "Springfield Comprehensive Plan Map" in the Economic Element on pages 2, 11, and 27 of the Springfield Comprehensive Plan.
- For consistency with Springfield Development Code, replace references to "Zoning Districts" with "Land Use District".

Exhibit A-1

Springfield Comprehensive Plan Map

Springfield Comprehensive Plan - Illustrative Overview

Refinement Plan Areas*

Urban Growth Boundary

Overlays
 N N N N Nodal Development Area
 Willamette Greenway

Comprehensive Plan Designations**

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

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

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

Gateway

Q Street

Mid-Springfield

East Kelly Butte

Glenwood

East Main

Downtown



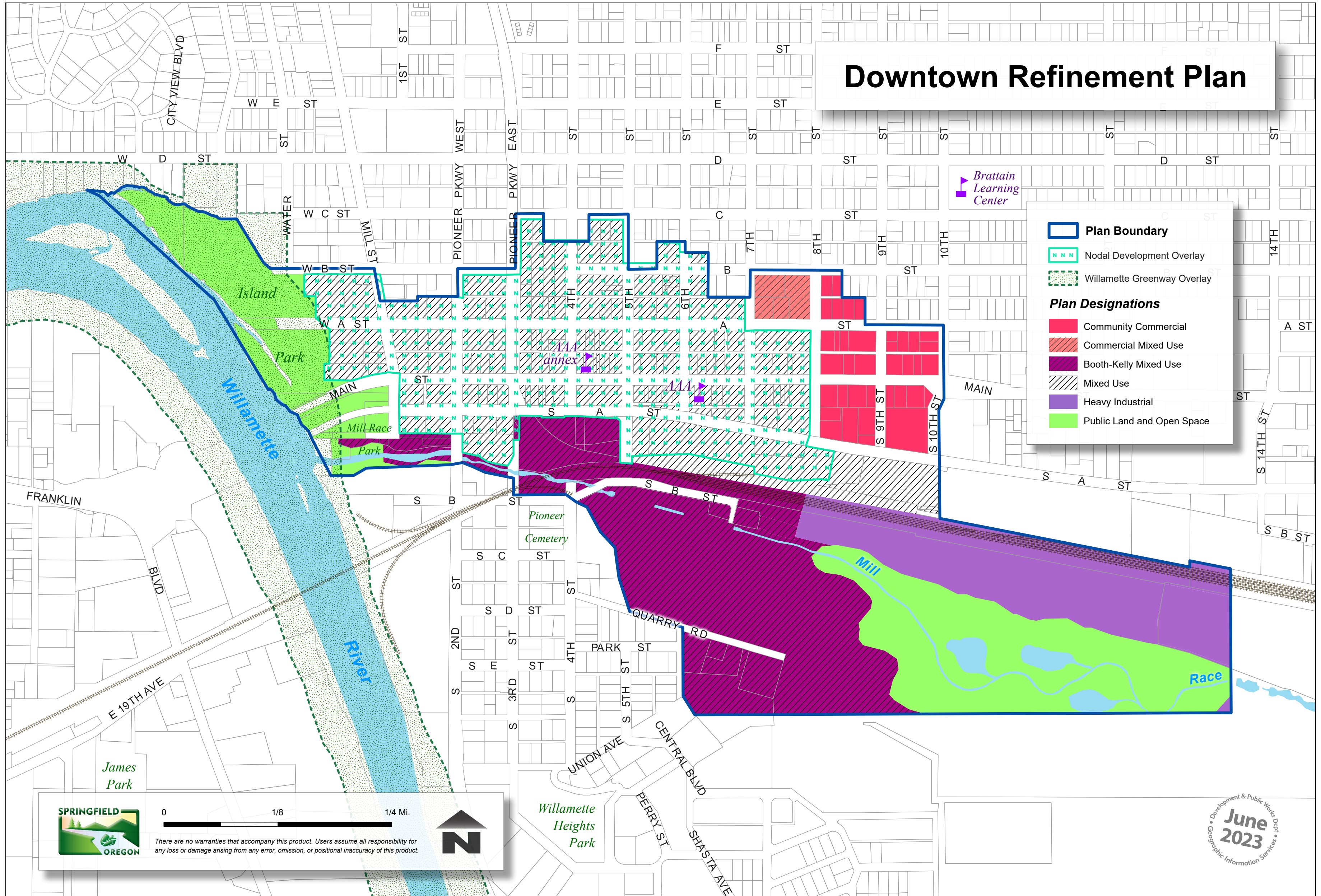
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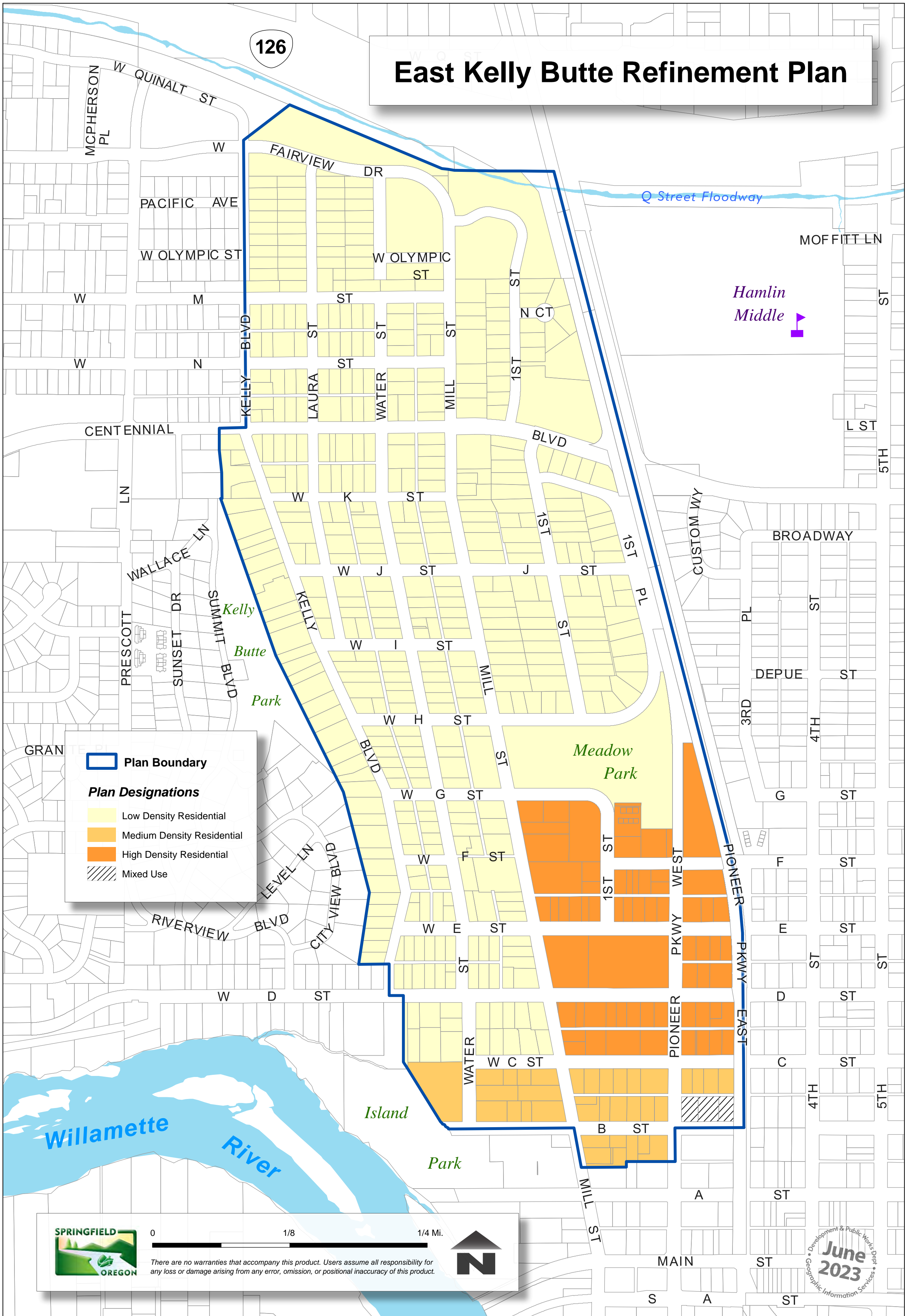
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Downtown Refinement Plan



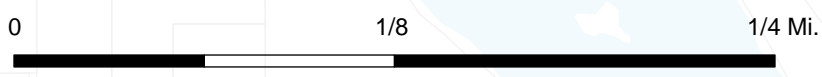
East Kelly Butte Refinement Plan



Plan Boundary

Plan Designations

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Use

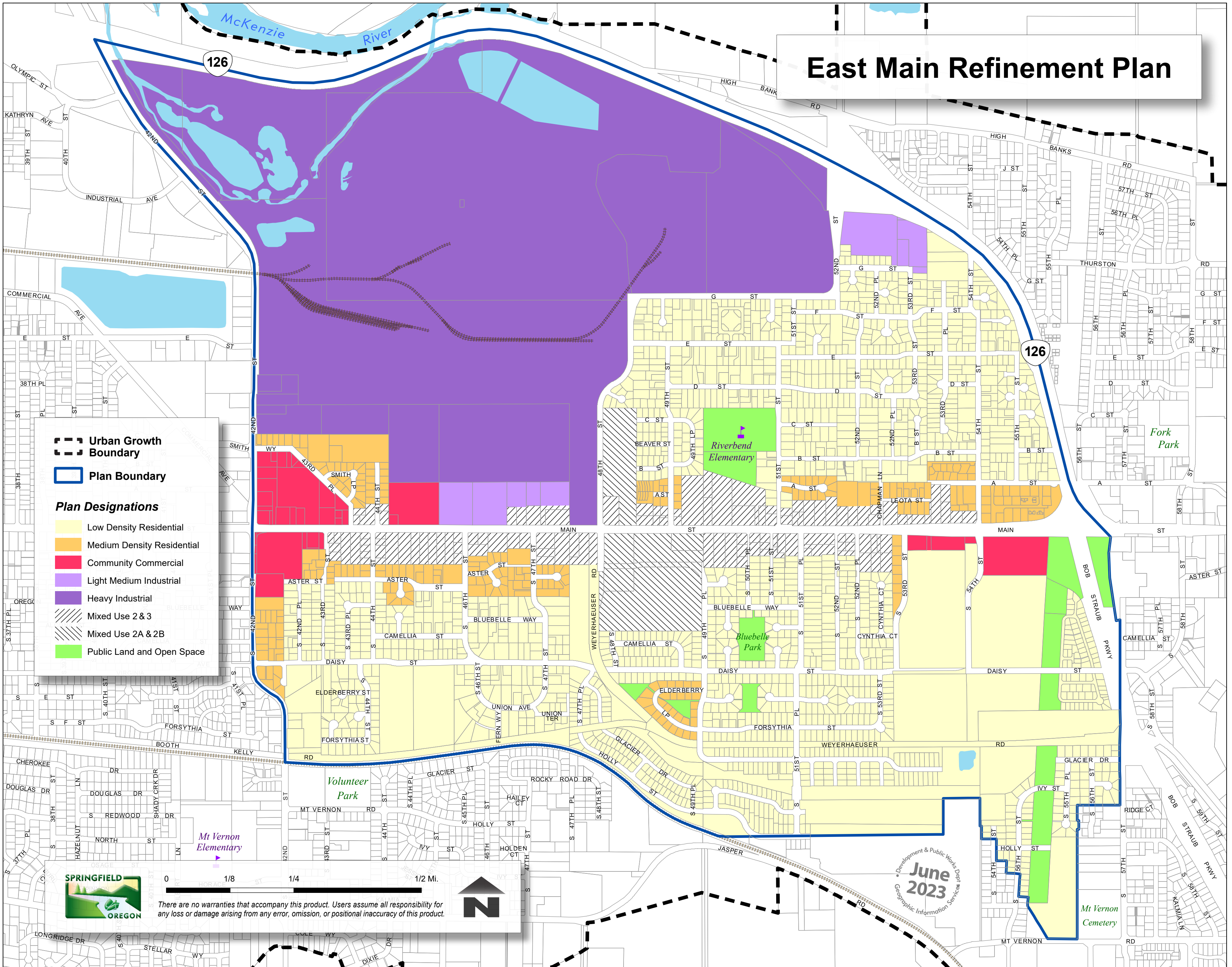


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East Main Refinement Plan

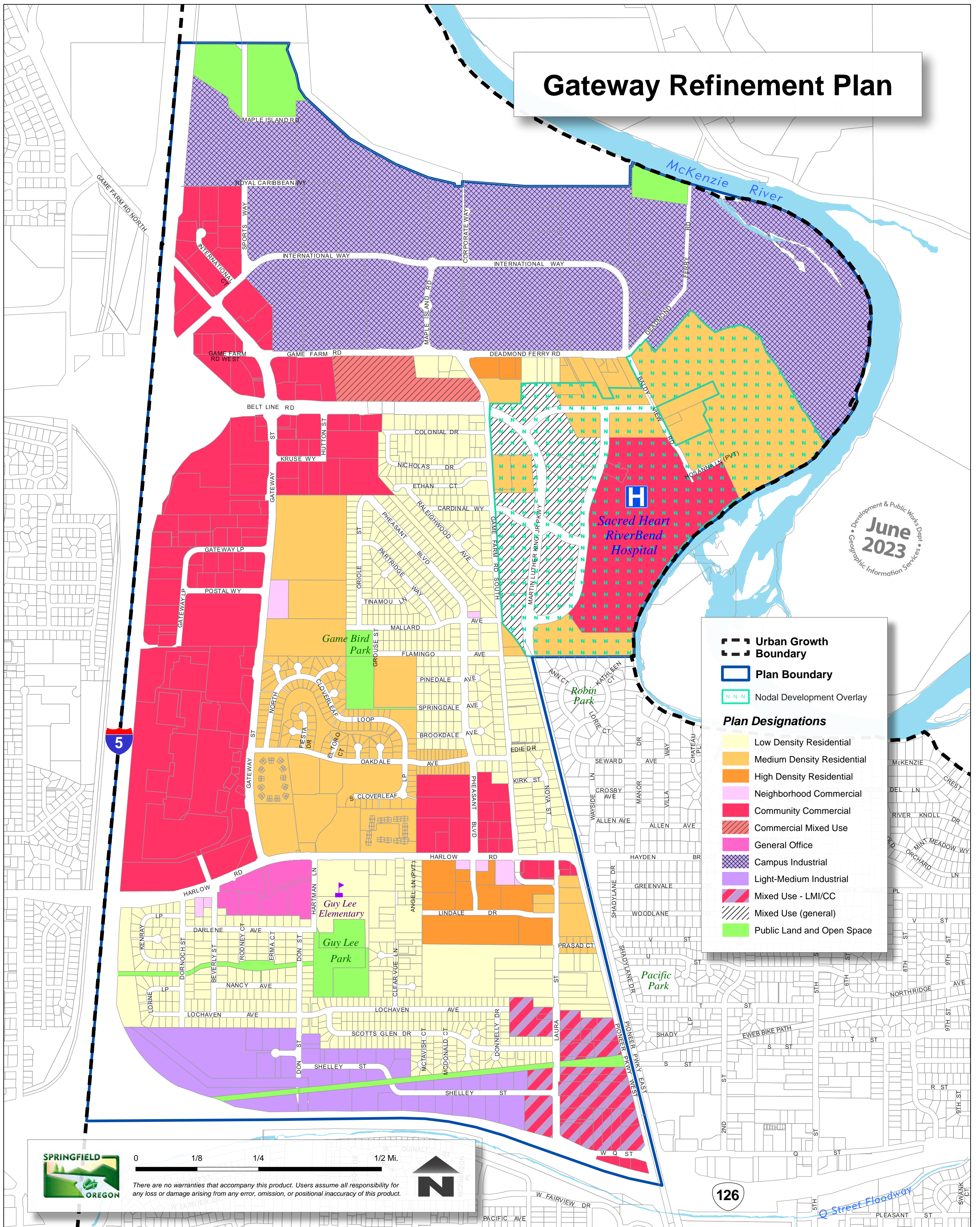


- Urban Growth Boundary
- Plan Boundary
- Plan Designations**
- Low Density Residential
- Medium Density Residential
- Community Commercial
- Light Medium Industrial
- Heavy Industrial
- Mixed Use 2 & 3
- Mixed Use 2A & 2B
- Public Land and Open Space

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Gateway Refinement Plan



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Legend

- Urban Growth Boundary
- Plan Boundary
- Nodal Development Overlay

Plan Designations

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Neighborhood Commercial
- Community Commercial
- Commercial Mixed Use
- General Office
- Campus Industrial
- Light-Medium Industrial
- Mixed Use - LMI/CC
- Mixed Use (general)
- Public Land and Open Space

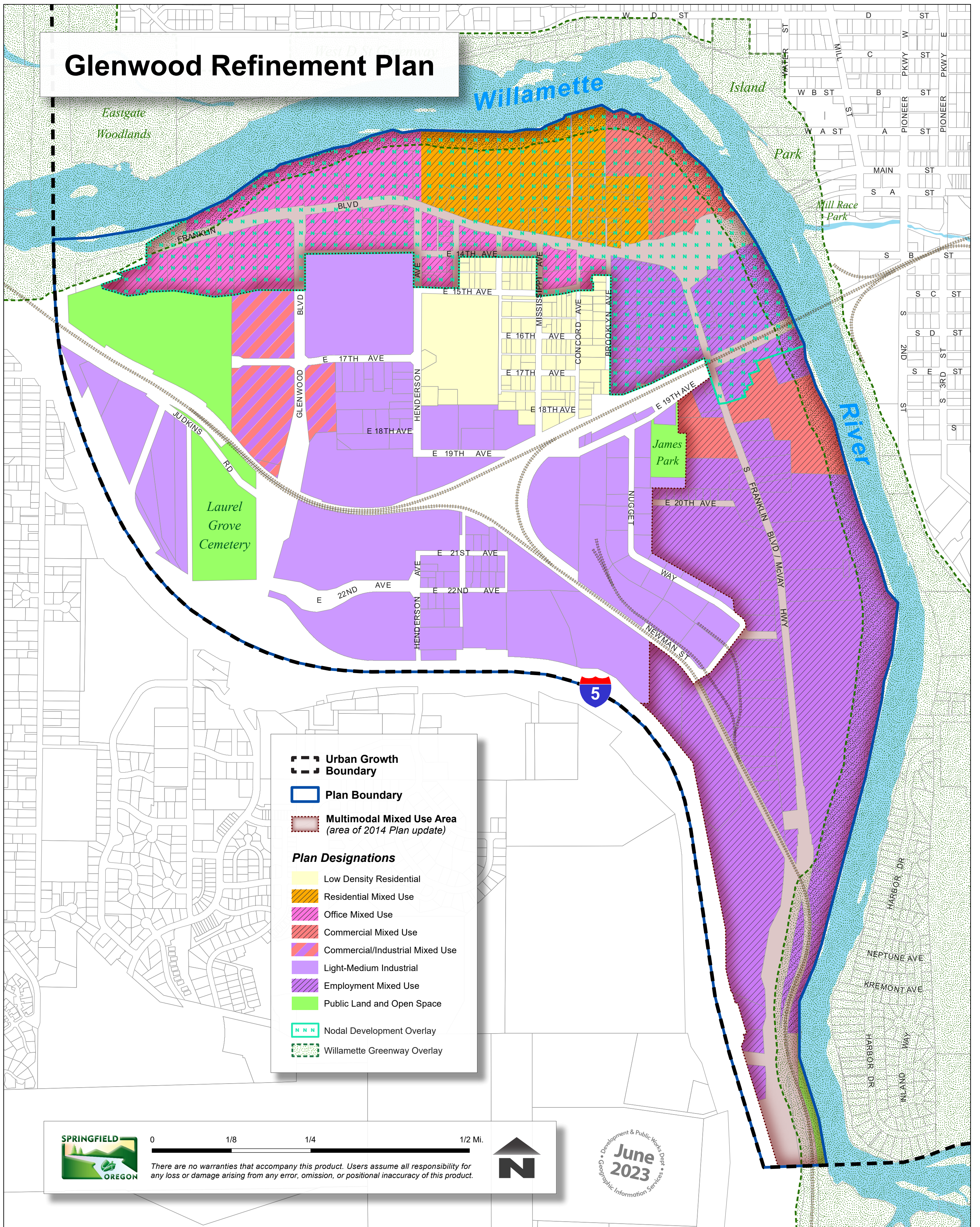


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Glenwood Refinement Plan



- Urban Growth Boundary
- Plan Boundary
- Multimodal Mixed Use Area (area of 2014 Plan update)
- Plan Designations**
- Low Density Residential
- Residential Mixed Use
- Office Mixed Use
- Commercial Mixed Use
- Commercial/Industrial Mixed Use
- Light-Medium Industrial
- Employment Mixed Use
- Public Land and Open Space
- Nodal Development Overlay
- Willamette Greenway Overlay



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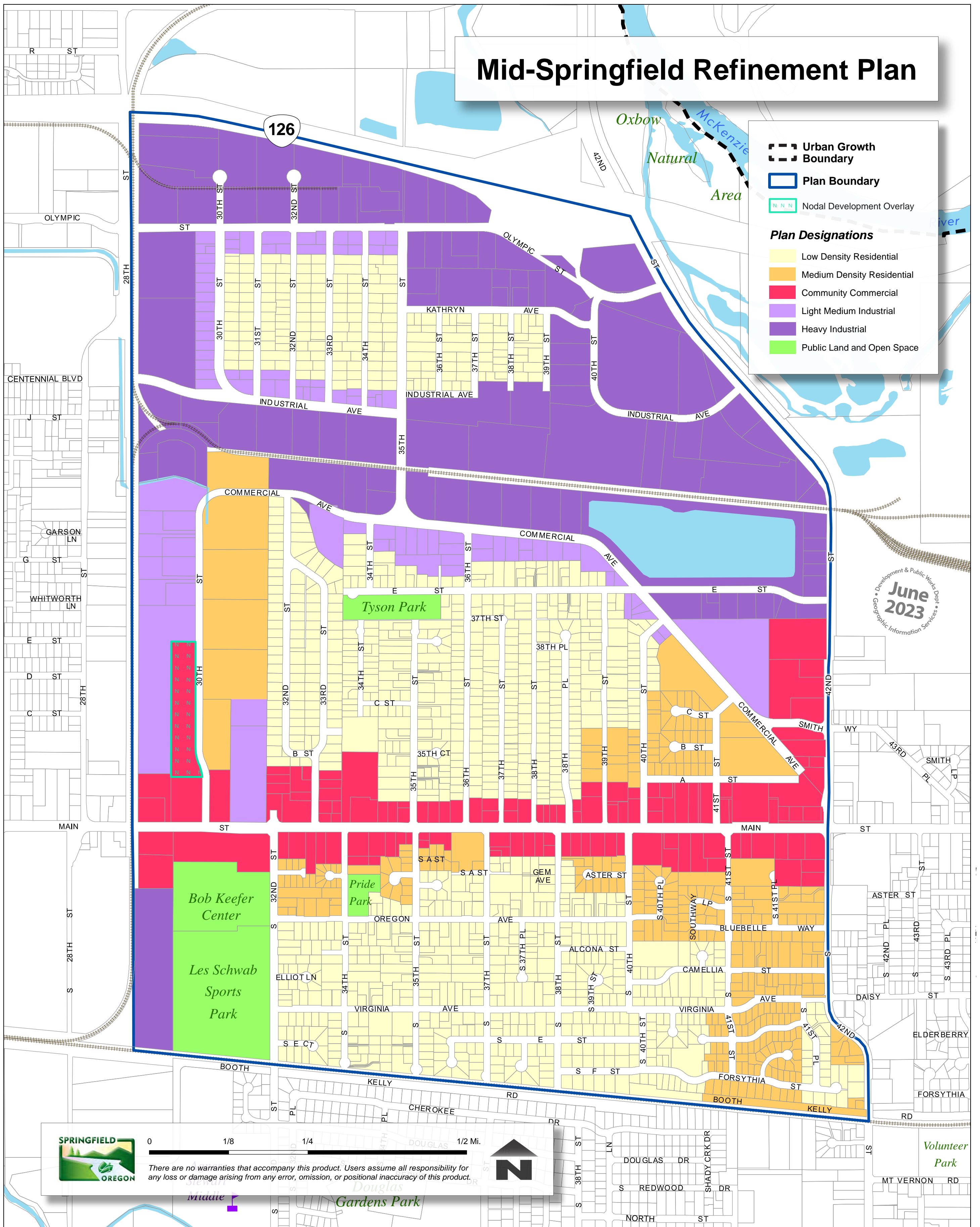
Mid-Springfield Refinement Plan

Legend

- Urban Growth Boundary (dashed line)
- Plan Boundary (solid blue line)
- Nodal Development Overlay (dotted line)

Plan Designations

- Low Density Residential (yellow)
- Medium Density Residential (orange)
- Community Commercial (red)
- Light Medium Industrial (purple)
- Heavy Industrial (dark purple)
- Public Land and Open Space (green)



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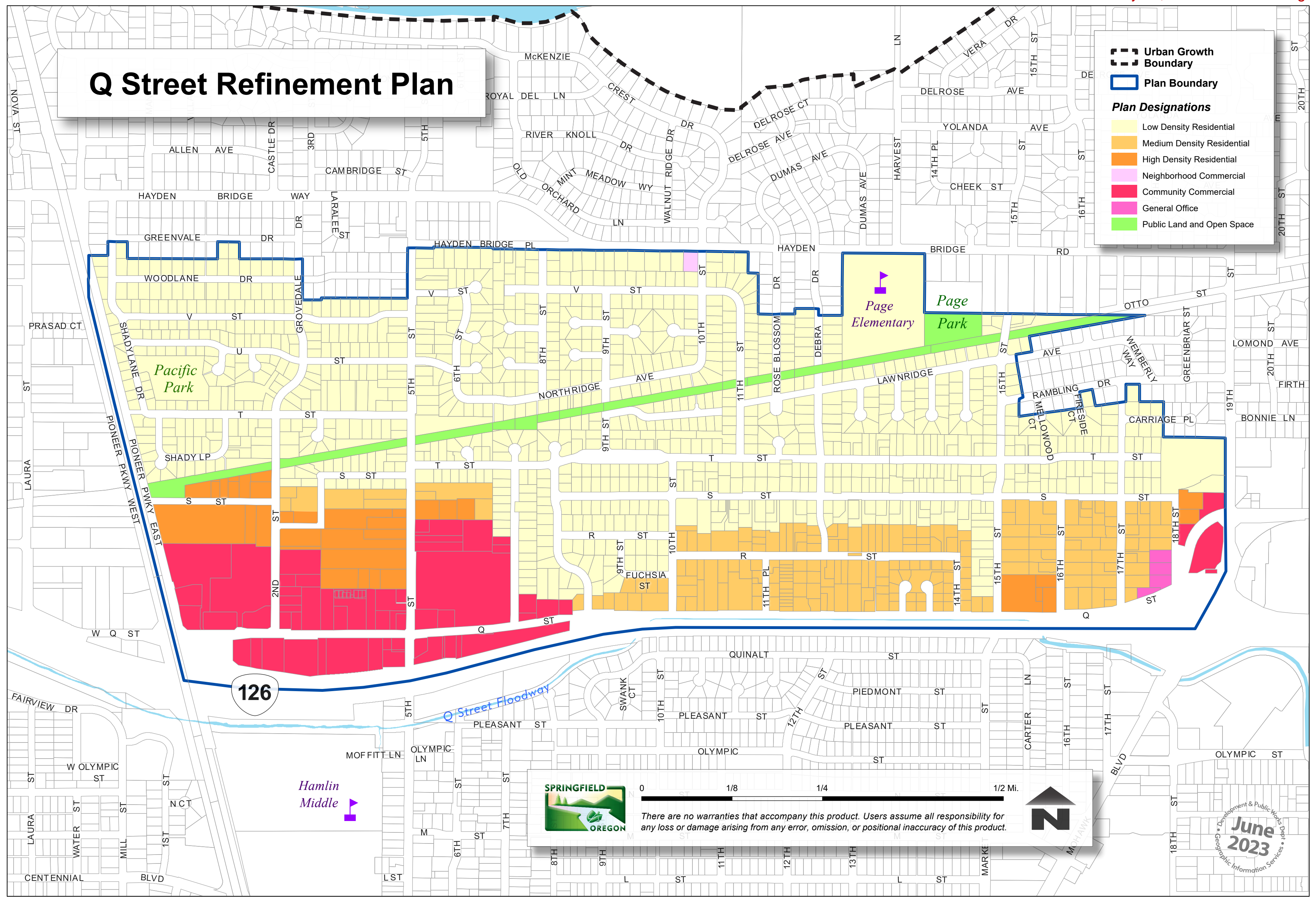
Q Street Refinement Plan

Legend

- Urban Growth Boundary
- Boundary
- Plan Boundary

Plan Designations

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Neighborhood Commercial
- Community Commercial
- General Office
- Public Land and Open Space



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West Springfield Vicinity

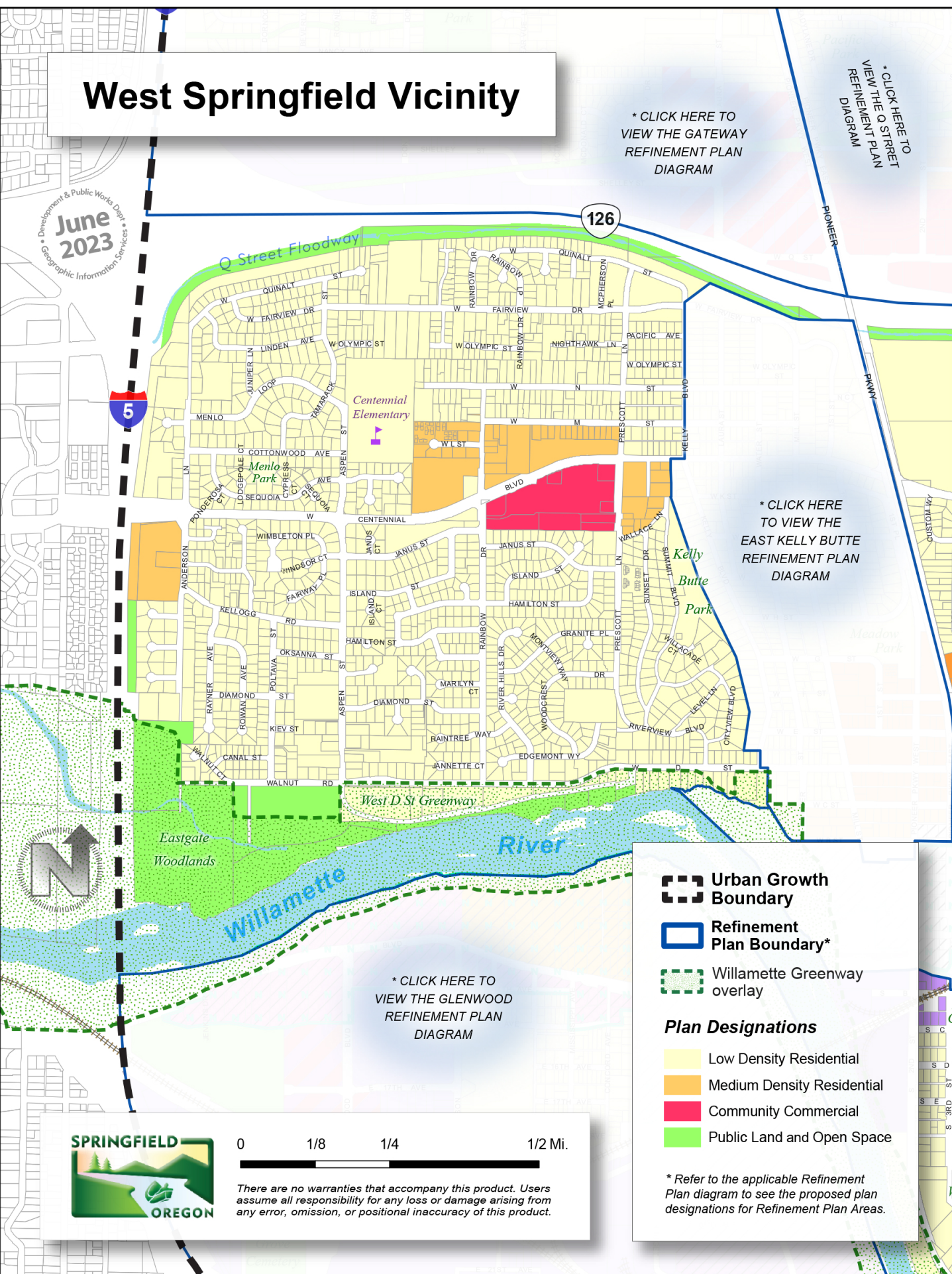
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* CLICK HERE TO VIEW THE GATEWAY REFINEMENT PLAN DIAGRAM

* CLICK HERE TO VIEW THE O STREET REFINEMENT PLAN DIAGRAM

* CLICK HERE TO VIEW THE EAST KELLY BUTTE REFINEMENT PLAN DIAGRAM

* CLICK HERE TO VIEW THE GLENWOOD REFINEMENT PLAN DIAGRAM



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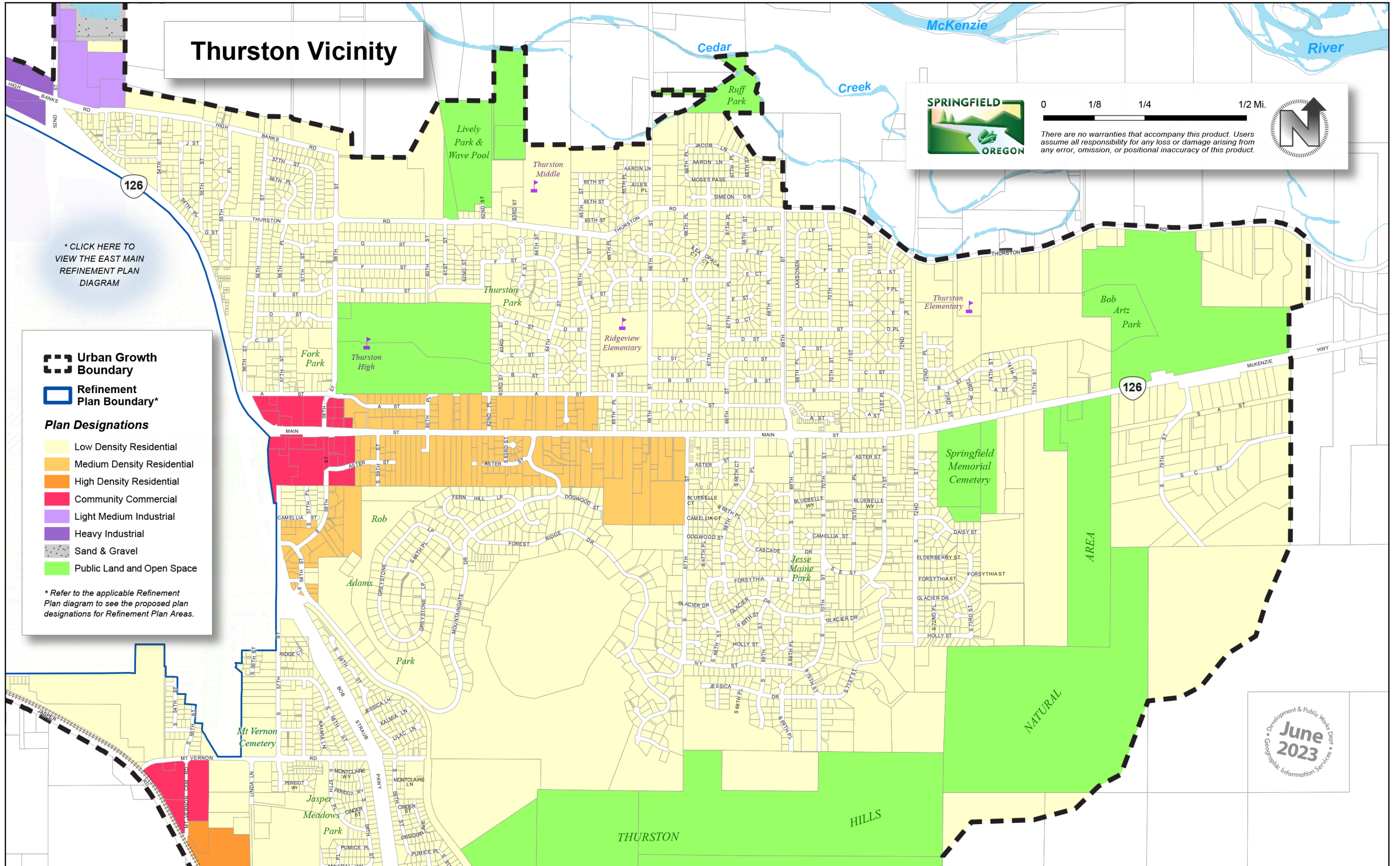
- Urban Growth Boundary
- Refinement Plan Boundary*

Willamette Greenway overlay

Plan Designations

- Low Density Residential
- Medium Density Residential
- Community Commercial
- Public Land and Open Space

* Refer to the applicable Refinement Plan diagram to see the proposed plan designations for Refinement Plan Areas.



Central/South Springfield Vicinity

Plan Designations

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Community Commercial
- Light Medium Industrial
- Heavy Industrial
- Sand & Gravel
- Public Land and Open Space
- Urban Holding Area - Employment

* CLICK HERE TO VIEW THE GLENWOOD REFINEMENT PLAN DIAGRAM

* CLICK HERE TO VIEW THE DOWNTOWN REFINEMENT PLAN DIAGRAM

* CLICK HERE TO VIEW THE MID-SPRINGFIELD REFINEMENT PLAN DIAGRAM

- Urban Growth Boundary
- Refinement Plan Boundary*
- Mixed Use overlay
- Willamette Greenway overlay

* Refer to the applicable Refinement Plan diagram to see the proposed plan designations for Refinement Plan Areas.



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North Gateway Vicinity


 Urban Growth Boundary

 Refinement Plan Boundary*

Plan Designations

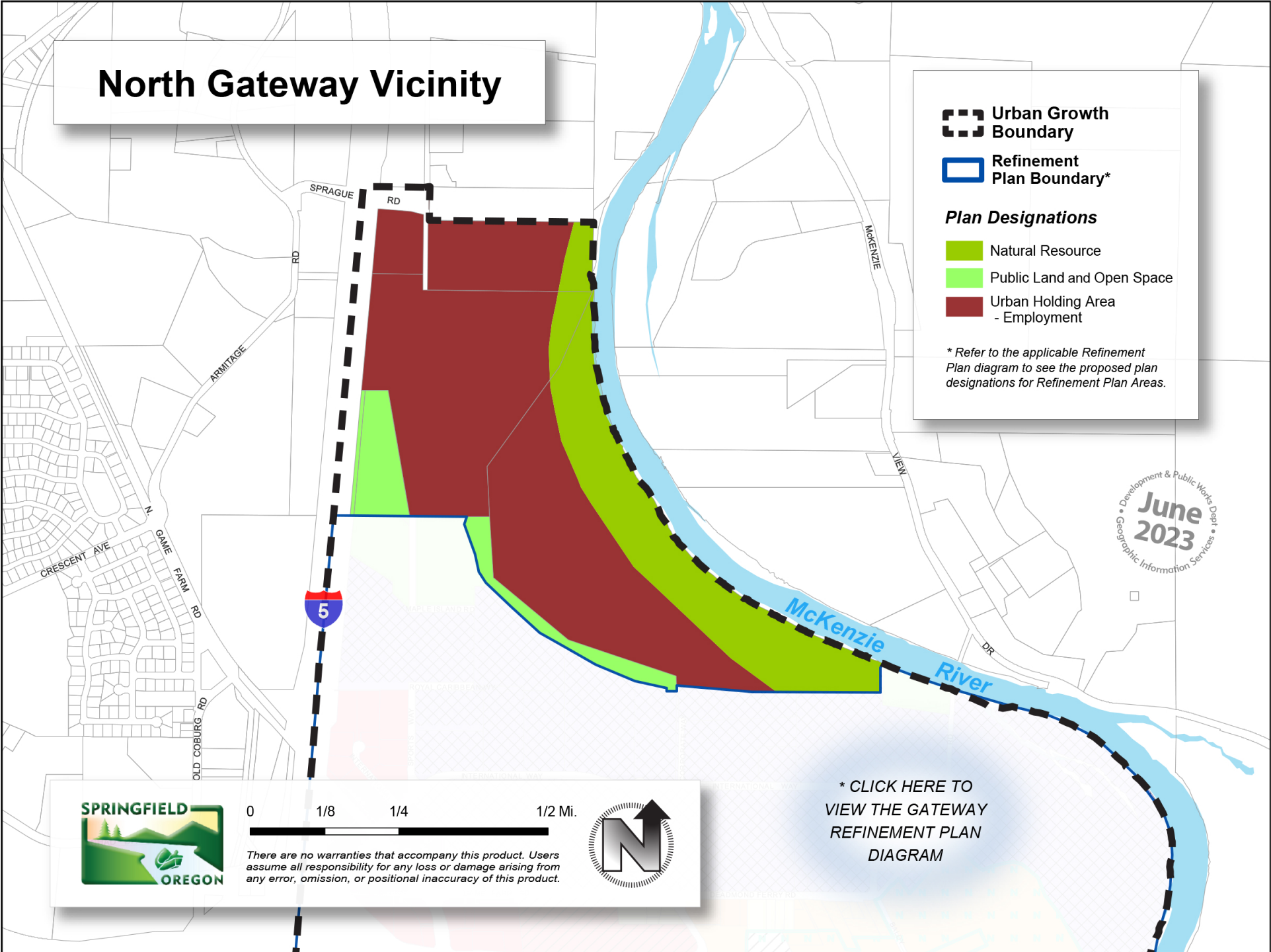
 Natural Resource

 Public Land and Open Space

 Urban Holding Area - Employment

** Refer to the applicable Refinement Plan diagram to see the proposed plan designations for Refinement Plan Areas.*

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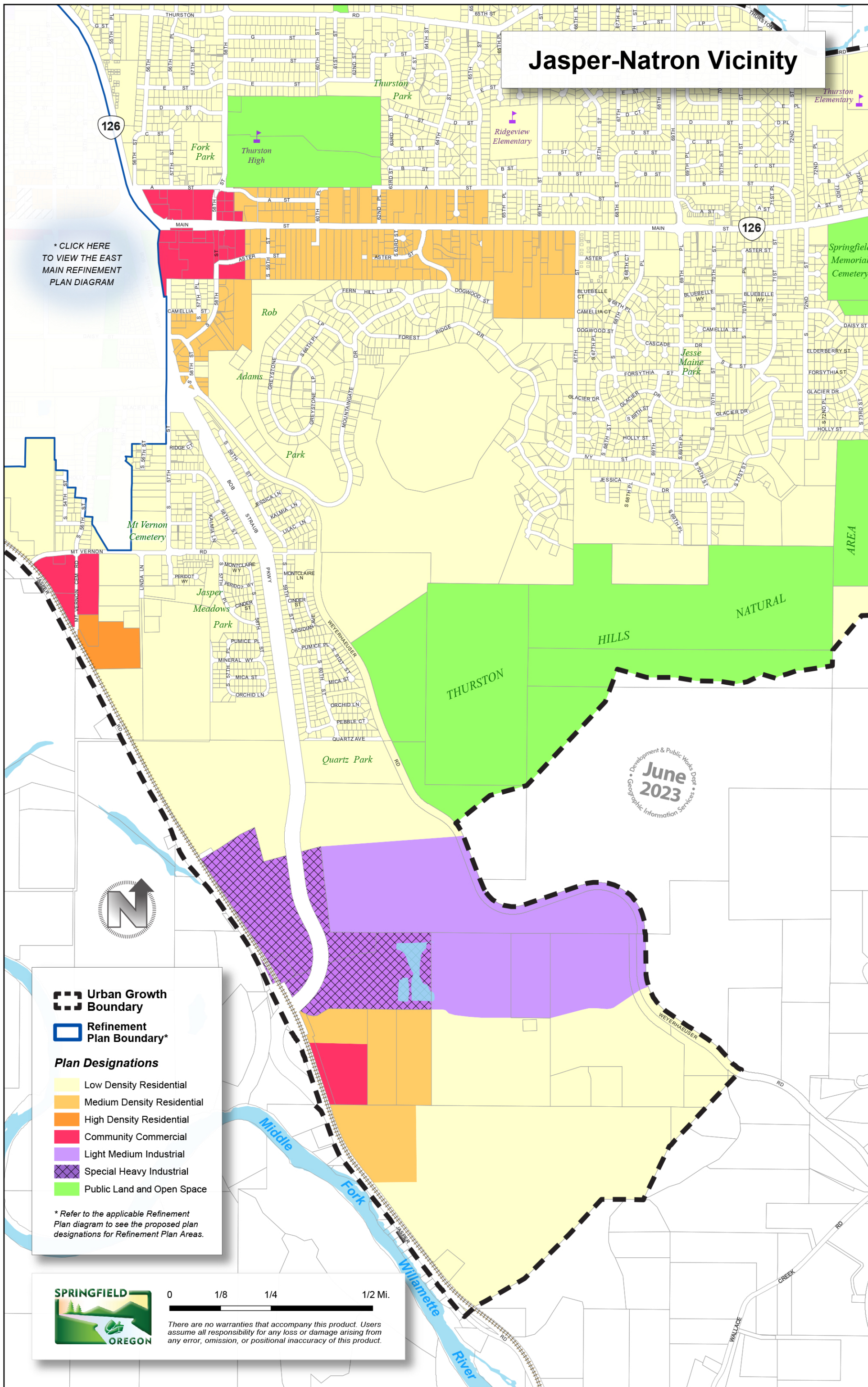
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** [CLICK HERE TO VIEW THE GATEWAY REFINEMENT PLAN DIAGRAM](#)*



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Hayden Bridge/Mohawk Vicinity

* CLICK HERE TO VIEW THE GATEWAY PLAN REFINEMENT PLAN DIAGRAM

* CLICK HERE TO VIEW THE Q STREET REFINEMENT PLAN DIAGRAM

Plan Designations

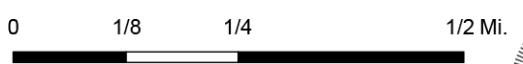
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Community Commercial
- Major Retail Commercial
- Mixed Use
- Light Medium Industrial
- Heavy Industrial
- Public Land and Open Space

- Urban Growth Boundary
- Refinement Plan Boundary*
- Nodal Development overlay

* Refer to the applicable Refinement Plan diagram to see the proposed plan designations for Refinement Plan Areas.

* CLICK HERE TO VIEW THE MID-SPRINGFIELD REFINEMENT PLAN DIAGRAM

* CLICK HERE TO VIEW THE EAST KELLY BUTTE REFINEMENT PLAN DIAGRAM



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East-Central Springfield Vicinity

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Urban Growth Boundary

Refinement Plan Boundary*

Willamette Greenway overlay

Plan Designations

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Community Commercial
- Light Medium Industrial
- Heavy Industrial
- Sand & Gravel
- Public Land and Open Space

* Refer to the applicable Refinement Plan diagram to see the proposed plan designations for Refinement Plan Areas.

* CLICK HERE TO VIEW THE MID-SPRINGFIELD REFINEMENT PLAN DIAGRAM

* CLICK HERE TO VIEW THE EAST MAIN REFINEMENT PLAN DIAGRAM



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OVERVIEW

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

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

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

RELATIONSHIP TO THE METRO PLAN, FUNCTIONAL PLANS & REFINEMENT PLANS

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

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

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

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

SPRINGFIELD COMPREHENSIVE PLAN MAP

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

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

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

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

4. Adopted special purpose and functional plans.

SPRINGFIELD URBAN GROWTH BOUNDARY

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

PLAN DESIGNATIONS

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

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

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

³ Springfield Ord. 6288, Eugene Ord. 20511, and Lane County Ord. PA 1281

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

Residential

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

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

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

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

Commercial

Major Retail Centers

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

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

Community Commercial Centers

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

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

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

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

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

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

Mixed Uses

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

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

Industrial

Heavy Industrial

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

Light Medium Industrial

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

Campus Industrial

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

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

Special Heavy Industrial

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

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

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

Public Land and Open Space

This designation contains three categories:

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

- Parks and Open Space uses

This designation includes publicly owned metropolitan and regional scale parks and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space. This designation also includes other privately owned lands in response to *Metro Plan* policies.

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

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

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

Natural Resource

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

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

Sand and Gravel

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

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

Urban Holding Area – Employment

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

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

Nodal Development Area (Node) Overlay

Nodal development is a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.

Fundamental characteristics of nodal development require:

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

Willamette River Greenway Overlay

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

Mixed Use Area Overlay

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

SPRINGFIELD LAND USE PLANNING GOALS

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

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

SPRINGFIELD LAND USE POLICIES & IMPLEMENTATION STRATEGIES

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

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

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

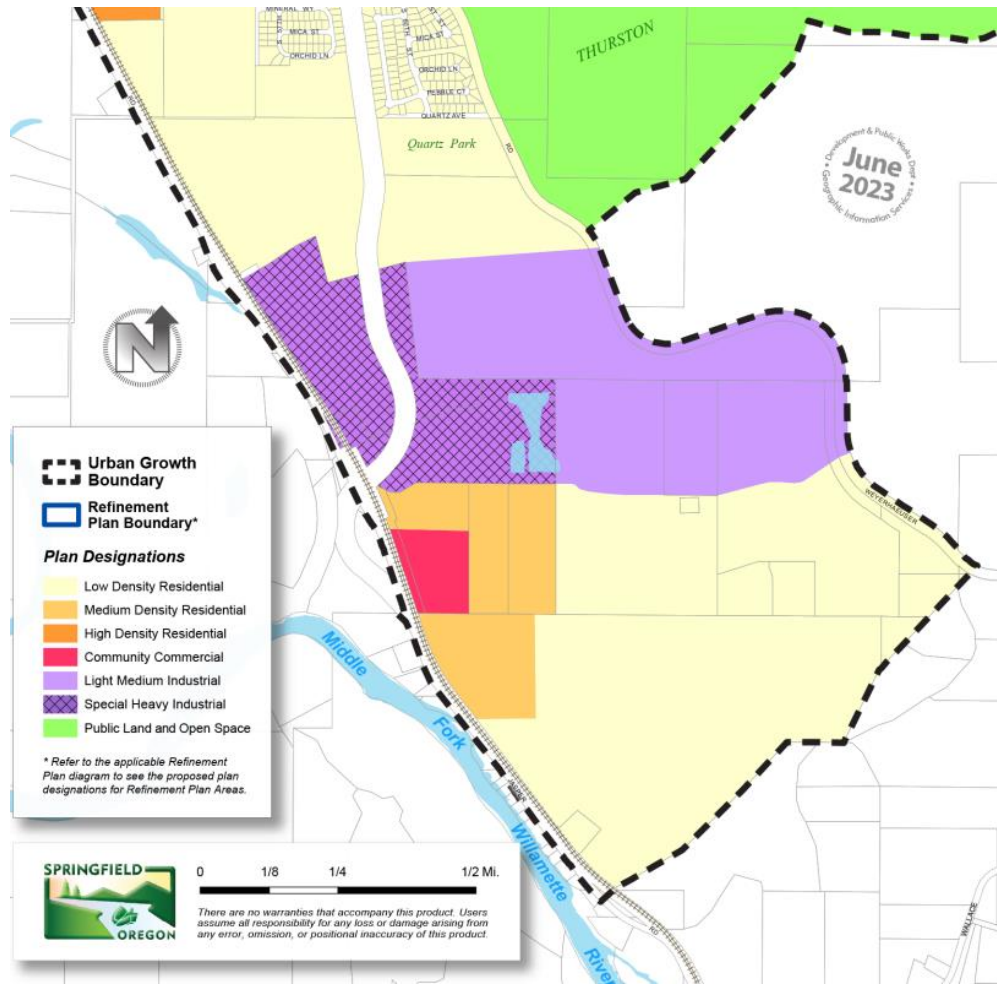
Once a plan designation boundary in this area is clarified and made specific, this option for flexibility will no longer apply to that boundary, as this policy is only intended for areas where ambiguity remains. Determinations of specific plan designation boundaries must meet the following criteria:

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

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

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

Jasper-Natron Vicinty



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2

RESIDENTIAL LAND USE & HOUSING ELEMENT

OVERVIEW

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

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

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

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

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

METRO AREA HOUSING GOAL

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

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

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

SPRINGFIELD RESIDENTIAL LAND & HOUSING GOALS

HG-1 Plan for Growth and Needed Housing

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

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

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

HG-2 Foster Housing Choice and Affordability

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

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

HG-3 Encourage Housing Diversity & Quality Neighborhoods

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

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

8. Owners of residentially planned land in the buildable land inventory as identified herein or as amended pursuant to Oregon post-acknowledgement plan amendment procedures are entitled to residential zoning that matches the plan designation. The City's Development Services Department has an existing process in place to rezone property with plan-zone conflicts at no cost to the property owner (3 times/year).
9. Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which include single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing.
10. The results of the RLHNA indicate that Springfield has an overall surplus of residential land, but has deficits in the High Density Residential and Parks and Open Space²⁷ categories. The Springfield UGB has enough land for 9,018 new dwelling units. There is sufficient buildable land in Springfield's UGB designated for low and medium density residential uses to meet the future housing needs of the projected population.
 - The Low Density Residential designation has a *surplus* of approximately 378 gross acres.
 - The Medium Density Residential designation has a *surplus* of approximately 76 gross acres.
11. There is not enough buildable land in Springfield's UGB designated for high density residential uses within the existing Springfield UGB to meet the future housing needs of the projected population. The High Density Residential designation has a deficit of approximately 28 gross acres. At a minimum, the City will meet the high density residential land deficit of 28 acres (including 7 acres of HDR designated land to provide public open space for the higher density development, as well as any needed public facilities) through its redevelopment strategies in Glenwood.
12. The Parks and Open Space²⁸ designation has a *deficit* of 300 acres. This need does not require the City to expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g. ridgeline trail systems).

²⁷ In 202X, the Springfield Comprehensive Plan was amended to reflect adoption of the Springfield Comprehensive Plan Map, which renamed the "Parks and Open Space" designation to be "Public Land and Open Space" (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX).

²⁸ IBID

5

URBANIZATION ELEMENT

OVERVIEW

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

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

Oregon law requires cities and counties to establish and maintain urban growth boundaries (UGBs) for urban areas to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. The land within the UGB includes “urban” lands within the incorporated City and “urbanizable lands²⁹” – those lands that are within the UGB but have not yet been annexed to the City. Urbanizable lands are considered to be available for urban development

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

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

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

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

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

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

SPRINGFIELD URBANIZATION PLANNING GOALS

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

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

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

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

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

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

MANAGING URBAN TRANSITION

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

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

SPRINGFIELD URBAN GROWTH BOUNDARY

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

The UGB is mapped and specifically delineated along its entire circumnavigation of the city. The UGB is graphically depicted in the “Springfield Urban Growth Boundary map.” The UGB Technical Supplement³⁰ to the Urbanization Element provides documentation to more precisely describe the parcel-specific boundary location — a description of the methodology used by Springfield to prepare the precise UGB location using contemporary Geographic Information Systems (GIS) technology, previous urban growth boundary location descriptions, surveys, applicable sections of the ORS and OARs and related land use decisions; and a list of tax lots that are split by the UGB. Where existing and planned right-of-way comprise portions of the UGB, the full width of that right-of-way lies within the UGB, except along the western track where the boundary is mapped and described as the center line of Interstate Highway 5 between the north-bound and south-bound lanes.

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

SPRINGFIELD UGB AMENDMENTS 2011-2016

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

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

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

³¹ Springfield Ordinance No. 6268, Lane County Ordinance No. PA 1274

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

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

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

RELATIONSHIP TO THE METRO PLAN, FUNCTIONAL PLANS & REFINEMENT PLANS

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

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

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

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

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

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

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

RESPONSIBILITIES FOR LAND USE PLANNING & DEVELOPMENT WITHIN THE SPRINGFIELD UGB

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

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

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

Planning for regionally significant public investments within Springfield's UGB is coordinated on a metropolitan-wide basis by utilizing the regional transportation planning and public facilities planning processes³⁸ as described in the Metro area functional plans—including the Eugene-Springfield Public Facilities and Services Plan and the Regional Transportation System Plan. Some of Springfield's neighborhood refinement plans (such as the Glenwood Refinement Plan) may include a refined level of policy guidance for urbanization in specific locations within Springfield's UGB.

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

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

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

The unincorporated land within the Springfield UGB is urbanizable and is considered part of Springfield’s land base for housing and employment as identified in the most recent buildable land inventories. It is assumed that buildable³⁹ lands will eventually be included in the City’s incorporated area and developed to accommodate designated urban uses and densities.

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

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

**Table 1: Urbanizable Land
Plan Designations & Applicable Zoning-Land Use Districts**

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

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

⁴¹ Ibid.

⁴² ~~Ibid.~~

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

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

⁴⁵ ~~Ibid.~~

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

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

The Urban Holding Area – Employment (UHA-E) plan designation reserves suitable large employment sites to meet Springfield's long term employment land needs for the 2010-2030 planning period. Lands within the UHA-E designation are planned and zoned for the primary purpose of reserving an adequate inventory of large employment sites that are well located and viable for industry and not easily replicable elsewhere. The Springfield 2030 Comprehensive Plan designates suitable large sites for employment uses that generate significant capital investment and job creation within – but not limited to – targeted industry sectors, business clusters and traded-sector⁴⁶ industries identified in the most recent economic opportunities analysis and Economic Element policies of this Plan.

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

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

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

⁴⁶ ORS 285A.010(9)

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

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

Table 2: Urbanizable Land Designated Urban Holding Area – Employment (UHA-E)				
Name of Area	Acres Designated UHA-E	Acres Zoned AG	# of Suitable employment acres (UHA-E)	Location
North Gateway UHA -E	139.4 gross acres (includes right of way)	193	132.1 suitable acres	North of Gateway/International Way, east of I-5
Mill Race District UHA-E	133 gross acres (includes right of way)	135	125 suitable acres	South of Main Street, via South 28 th and M Streets

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

Lands within the UHA-E designation are zoned Agriculture – Urban Holding Area⁴⁹ to retain large parcel sizes and current predominant farm uses until land is planned and zoned to allow urban development.

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

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

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

⁴⁹ Springfield Ordinance 6361, Lane County Ordinance PA1304, Exhibit A-3

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

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

Table 3: Urbanizable Land Designated Natural Resource (NR)

Name of Area	Acres Designated Natural Resource	Acres Zoned AG	Location
North Gateway Natural Resource (NR)	53	53	North of Gateway/International Way, east of I-5

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

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

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

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

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

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

SPRINGFIELD ANNEXATION PROCESS

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

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

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

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

developed or redeveloped with planned urban uses and densities or where necessary to abate public health hazards⁵⁰ such as failed septic systems.

Key Urban Services Required for Annexation to the City of Springfield

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

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

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

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

⁵⁰ Oregon Revised Statutes Chapter 222 Health Hazard Abatement

communication facilities; and public schools on a district-wide basis. All references to Metro Plan policies regarding “key urban services” in Springfield refinement plans and the Springfield Development Code shall be amended to reference Springfield Comprehensive Plan Urbanization Element Policy 30. This plan does not address facilities and services provided by Lane County⁵¹, the State of Oregon, or the Federal government, and does not preclude provision of those services within Springfield.

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

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

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

Planning Requirements in Urban Holding Areas

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

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

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

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

URBANIZATION ELEMENT GOALS, POLICIES & IMPLEMENTATION STRATEGIES

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

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

UG-1

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

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

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

Policies: Development within the Urban Holding Area- Employment Designation

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

⁵² ORS 285A.010(9)

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

8. For lots/parcels less than 50 acres in the North Gateway and Mill Race UHA-E Districts, the minimum lot/parcel size for land division is 20 acres. Land divisions that create lots/parcels for the purpose of establishing a Natural Resource or Public ~~Land/Semi-Public Parks~~ and Open Space designation within the floodway, wetland or riparian resource portions of the site may create lots/parcels less than 20 acres within the Natural Resource or Public ~~Land/Semi-Public Parks~~ and Open Space designation portion of the lot/parcel. Lots/parcels created and designated for employment purposes shall retain the 20-acre minimum until planned and zoned to allow annexation and site development with urban employment uses and densities consistent with the policies of this Plan.
9. As directed by the City Council, the City will conduct comprehensive planning processes and adopt refinement-level plans and implementation measures to guide and regulate urban development in the North Gateway and Mill Race UHA-E districts. The Transportation Planning Rule requirements under OAR 660-012-0060 will be addressed prior to any re-designation or zoning map amendment that allows urbanization.
10. Refinement Plans, District Plans, Master Plans and ~~zoning-land use districts~~ for land within the UHA-E designation shall support cohesive design and development of innovative Employment districts that provide attractive sites for economic development in convenient proximity to natural and recreational amenities and infrastructure systems designed to integrate and protect water quality, Springfield's Drinking Water Source Areas, riparian, wetland and groundwater resources, aquifer recharge, and floodplain functions with compatible employment uses.
11. Plan and zone land within the UHA-E designation to provide suitable employment sites 20 acres and larger to accommodate clean manufacturing⁵³ uses and office/tech/flex employers in Springfield's target industry sectors. Limited neighborhood-scale retail uses that primarily serve employees within an industrial or office building or complex may be permitted as a secondary element within employment mixed-use zones. Urban Holding Area-Employment (UHA- E) sites shall not be re-designated or zoned to permit development of regional retail commercial uses.

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

Exhibit B

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

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

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

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

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

Use of the *Metro Plan*

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

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

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

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

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

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

The degree to which the *Metro Plan* provides sufficient detail to meet the needs of each jurisdiction will have to be determined by the respective jurisdictions. Where conflicts exist

⁴ [In 202X, Springfield adopted a Comprehensive Plan Map which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary \(Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX\).](#)

among the *Metro Plan*, local comprehensive plans, refinement plans, and existing zoning, each jurisdiction will have to establish its own schedule for bringing the zoning and refinement plans into conformance with the *Metro Plan* or the applicable local comprehensive plan.

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

Relationship to Other Plans, Policies, and Reports

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

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

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

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

- Appendix E *Eugene 2035 Transportation System Plan*

Relationship to Lane County Rural Comprehensive Plan

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

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

Relationship to Statewide Planning Goals

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

General Assumptions and Findings

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

General Assumptions⁵

1. A population of 286,000 is expected to reside within the metropolitan UGB by the year 2015. This is a 29 percent increase from the estimated 2000 census population of 222,500. Since this *Metro Plan* is designed to accommodate the expected population rather than remain static until 2015, it can be adjusted periodically as changes in population trends are detected.
2. Based on recent trends, the rate of population growth and the rate of in-migration are projected to decrease.
3. In addition to population growth, increasing household formation rates (i.e., decreasing average household size) will increase the demand for housing.

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

G. *Metro Plan Diagram*¹⁰

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

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

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

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

Major Influences

¹⁰ [In 202X, the Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replaces the text in this Chapter and removes the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary \(Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX\).](#)

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

Insert Metro Plan Diagram –

Amend the Metro Plan Diagram to no longer show plan designations within the Springfield UGB

(i.e. Metro Plan Boundary east of I-5) and add a note to the Diagram:

“In 202X, the Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Map, which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield’s urban growth boundary (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX).”

Insert *Metro Plan* Boundaries Map

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

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

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

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

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

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

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

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

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

Goal

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

Findings, Objectives, and Policies

Findings

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

²⁷ In 202X, the Metro Plan was amended to reflect adoption of the Springfield Comprehensive Plan Map, which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary (UGB) (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX). The Springfield Comprehensive Plan Map shows the portion of the Willamette River Greenway boundary within the Springfield UGB and in portions of Lane County just south of the Springfield UGB in order to show the extent of the boundary on both sides of the Willamette River.

24. Key urban facilities and services:

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

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

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

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

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

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

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

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

³⁴ In 202X, Springfield adopted a Comprehensive Plan Map which replaces the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary (UGB) (Springfield Ordinance No. XXXX and Lane County Ordinance No. PA XXXX). The Metro Plan Diagram will continue to show the Metro Plan Boundary and Springfield UGB. The Springfield Comprehensive Plan Map will show plan designations within the Springfield UGB and will also show the Springfield UGB.

Exhibit C

Neighborhood Refinement Plan Amendments for Co-adoption

Gateway Refinement Plan:

- Replace the Parks and Open Space designation with a Public Land and Open Space designation where shown on the diagram
- Replace the Parks and Open Space designation with Public Land and Open Space where referenced in the text
- Apply Nodal Development as an overlay where shown on the Metro Plan Diagram
- Replace reference to the Metro Plan Diagram with reference to the Springfield Comprehensive Plan Map and replace reference to the Metro Plan text with reference to the Springfield Comprehensive Plan where appropriate
- Add text referencing the Springfield Comprehensive Plan where needed to make the distinction between the Metro Plan and/or relationship to refinement plans

Glenwood Refinement Plan:

- Replace the Public Land and Parks and Open Space designations with a Public Land and Open Space designation where shown on the diagram
- Replace the public/semi-public references and Public/Semi-Public designation with a Public Land and Open Space designation where referenced in the text
- Remove reference to the Metro Plan Diagram or replace with reference to the Springfield Comprehensive Plan Map where appropriate
- Replace reference to the Metro Plan text with reference to the Springfield Comprehensive Plan where appropriate
- Add text referencing the Springfield Comprehensive Plan where needed to make the distinction between the Metro Plan and/or relationship to refinement plans

Exhibit D

Neighborhood Refinement Plan Amendments for Springfield-only adoption

East Main Refinement Plan:

- Replace the Public/Semi-Public designation with a Public Land and Open Space designation where shown on the diagram
- Replace the Parks and Open Space designation with a Public Land and Open Space designation where referenced in the text
- 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 where appropriate
- Add text referencing the Springfield Comprehensive Plan where needed to make the distinction between the Metro Plan and/or relationship to refinement plans

Mid-Springfield Refinement Plan:

- Replace the Parks and Open Space designation with a Public Land and Open Space designation where shown on the diagram
- Remove reference to the Metro Plan Diagram or replace with reference to the Springfield Comprehensive Plan Map where appropriate
- Replace reference to the Metro Plan text with reference to the Springfield Comprehensive Plan where appropriate
- Add text referencing the Springfield Comprehensive Plan where needed to make the distinction between the Metro Plan and/or relationship to refinement plans

Q Street Refinement Plan:

- Replace the Public/Semi-Public designation with a Public Land and Open Space designation where referenced in the text and on the diagram
- Add text referencing the Springfield Comprehensive Plan where needed to make the distinction between the Metro Plan and/or relationship to refinement plans

Exhibit E

Downtown Refinement Plan Amendments

(Springfield-only adoption)

Downtown Refinement Plan:

- Replace the Parks and Open Space designation with a Public Land and Open Space designation where referenced in the text and shown on the diagram
- Replace the Nodal Development/Mixed Use base designation with a Mixed Use base designation where referenced in the text and shown on the diagram
- Apply Nodal Development as an overlay to the Mixed Use base designation where referenced in the text and shown on the diagram
- 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 where appropriate
- Add text referencing the Springfield Comprehensive Plan where needed to make the distinction between the Metro Plan and/or relationship to refinement plans
- Clarify the policies of the Public Spaces Element by retaining the new policies presented in Ordinance 6148 (2005) and deleting the policies first adopted with the original Refinement Plan in 1986 as shown on the following pages.

PUBLIC SPACES ELEMENT

This element identifies areas suitable for development as public space and how such action compliments other efforts benefiting Downtown. The principal objectives in establishing public space throughout Downtown are to provide architectural contrast, enhance the pedestrian experience, and provide opportunities for outdoor recreation and relaxation. An additional benefit occurs through use of these spaces for community events such as craft fairs, farmer's markets and specialized exhibits. Public spaces do not need to be large or expensive to serve the purpose. The pocket park on Main Street, the Mill Race overlook at the Depot, and the fountain in front of City Hall are examples of effective use of relatively small areas. Other areas that should be considered for use as public space include the Mill Race adjoining the Springfield Station, portions of the Booth-Kelly site including the planned Booth-Kelly Natural Area Park, the public parking lot adjoining the south side of City Hall, and some portion of the Justice Center development area.

The continued and expanded use of public buildings for community events is another way of bringing people to the Downtown. Springfield City Hall, Willamalane Adult Activity Center, the Springfield Museum, and the Depot are examples of buildings that provide meeting space for the public and which are strategically located throughout the Downtown. Encouraging outside groups to reserve these facilities introduce visitors to the various shops, restaurants and businesses Downtown that might otherwise seldom be considered for patronage by people from out of the area.

POLICIES

- 1) The City shall encourage the development and use of sites throughout Downtown for displays, exhibits, festivals, and other events of public interest.
- 2) The City and Willamalane shall continue to explore the creation and development of public space improvements in the Downtown including a Downtown overlook and improved pedestrian access to Island Park, the Mill Race, and the historic Briggs Ferry Landing.
- 3) The City shall endeavor to maintain funding for maintenance programs on Downtown streets, sidewalks, and City-owned public spaces.
- 4) The City, in cooperation with downtown businesses, should identify funding for, design, and construct a New Main Street plaza at the location of the parking lot on the south side of City Hall. The plaza would serve as the primary civic gathering public space in the core of the downtown. The design would explore whether it should be a dual use as both parking and plaza, or be converted to all plaza. The long-term vision for this space would include reconstruction of the south side of City Hall to complement the plaza.

~~5) Willamalane, SDA and the City shall work with the property owners to use vacant land for temporary or permanent park and open space use.~~

~~6) The City should pursue improved maintenance of sidewalks in the Downtown.~~

Implementation

~~a. Increase enforcement of City Code (Sec. 2-7-4) which requires landowners to maintain sidewalks adjacent to their property.~~

~~b. The City and SDA should study the need and feasibility of a sidewalk maintenance assessment district within the Downtown.~~

~~7) The City and SDA shall encourage a variety of street activities in the Downtown area.~~

Implementation

- a. ~~Continue support of the Farmers Market.~~
- b. ~~Re-examine policies dealing with street vendors.~~
- c. ~~The City shall examine the need and methods of instituting a program which would regulate loitering and transient traffic in the Downtown area.~~

Exhibit F

Springfield Development Code Amendments

Amendments to the following Springfield Development Code (SDC) Sections are shown in track changes on the following pages:

2.1.110 Purpose.

The regulations contained in this code are intended to ensure that development is:

- (A) Sited on property zoned in accordance with the applicable Springfield Comprehensive Plan Map ~~Metro Plan diagram~~ and/or applicable Refinement Plan diagram, Plan District map, and Conceptual Development Plan;

3.2.105 Base Land Use Districts Established.

The Base Land Use Districts implement policies of the Metro Plan, Springfield Comprehensive 2030 Refinement Plan and any applicable refinement plan or plan district; regulate the use of land, structures and buildings; and protect the public health, safety and welfare. The following Base Land Use Districts are established consistent with applicable ~~Metro Plan and~~ Springfield Comprehensive 2030 Refinement Plan designations:

<i>Section</i>	<i>Base Land Use District Name</i>	<i>Springfield Comprehensive Metro-Plan Designation</i>
<u>3.2.200</u>	Residential Land Use Districts	
	R-1	Low Density Residential
	R-2	Medium Density Residential
	R-3	High Density Residential
<u>3.2.300</u>	Commercial Land Use Districts	
	NC Neighborhood Commercial	Neighborhood Commercial Facilities (1)
	CC Community Commercial	Community Commercial Centers
	MRC Major Retail Commercial	Major Retail Center
	GO General Office	Community Commercial Center z & Major Retail Commercial Center, <u>General Office</u>
<u>3.2.400</u>	Industrial Land Use Districts	
	CI Campus Industrial	Campus Industrial
	LMI Light-Medium Industrial	Light Medium Industrial
	HI Heavy Industrial	Heavy Industrial
	SHI Special Heavy Industrial	Special Heavy Industrial
<u>3.2.500</u>	MS Medical Services District	(2)

3.2.600	Mixed Use Districts (3)	
	MUC Mixed Use Commercial	<u>Commercial</u> Mixed Uses
	MUE Mixed Use Employment	<u>Employment</u> Mixed Uses
	MUR Mixed Use Residential	<u>Residential</u> Mixed Uses
3.2.700	PLO Public Land and Open Space	Public <u>Land</u> and <u>Open Space</u> Semi-Public
3.2.800	QMO Quarry and Mining Operations	Sand and Gravel
3.2.900	<u>Agriculture—Urban Holding Area (AG)</u>	<u>Urban Holding Area-Employment (UHA-E), Natural Resource (NR)</u>

(1) Low, Medium, and High Density Residential designations.

(2) Medium and, High Density Residential, Community Commercial Center, Major Retail Center, and various Mixed Use designations identified in refinement plans.

(3) See also SDC [3.4.245](#) for additional Mixed-Use Districts specific to Glenwood. See SDC 3.4.300 for Booth-Kelly Mixed Use Plan District specific to Downtown.

3.2.705 Establishment of the Public Land and Open Space (PLO) District.

(B) The PLO District shall also be permitted on properties designated other than Public Land and Open Space ~~Semi-Public~~ as specified in the Springfield Comprehensive Metro Plan, a refinement plan, or plan district.

3.2.925 Standards for Interim Development.

(E) (1) Exemption: Land divisions that create lots/parcels for the purpose of establishing a Natural Resource or Public Land and Open Space ~~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 Land and Open Space ~~Public/Semi-Public Parks and Open Space~~ designation portion of the parent lot/parcel.

3.2.930 Planning Requirements Applicable to Zoning Map Amendments.

In addition to the standards, procedures and review criteria in SDC [5.22.100](#) applicable to Zoning Map Amendments, Table 1 provides an overview of the planning procedures required prior to rezoning land from Agriculture—Urban Holding Area (AG) to urban employment ~~zoning-land use districts designations~~ (e.g., Employment, Employment Mixed Use, Campus Industrial, or Industrial). Table 1 shows both City and Owner-initiated planning processes.

Table 1. Pre-Development Approval Process 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 Springfield Comprehensive Plan policies and Springfield Development Code standards.	1. Applicant submits request to City to initiate amendments to the 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 Comprehensive Plan Amendment to amend Metro Plan and Springfield Comprehensive Plan Map . UHA-E designation is replaced with employment plan designations (e.g., Employment, Employment Mixed Use, Campus Industrial, or Industrial). AG land use district zoning remains in effect until Master Plan and new land use districts zoning are approved.	2. Applicant prepares and submits Plan Amendment application to address all applicable Statewide Planning Goals, Metro Plan and Springfield Comprehensive Plan policies, and Springfield Development Code standards. Applicant proposes employment plan designations (e.g., Employment, Employment Mixed Use, Campus Industrial, or Industrial).
3. City prepares and approves Zoning Map Amendment to apply new land use districts (e.g., Industrial, Campus Industrial, Employment Mixed Use, or 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 Map . UHA-E designation is replaced with employment plan designations (e.g., Employment, Employment Mixed Use, Campus Industrial, or Industrial). AG zoning-land use district remains in effect until Master Plan and new land use districts zoning are approved.
4. Applicant prepares and submits Preliminary Master Plan and annexation applications with demonstration of key urban service provision.	4. Applicant prepares and submits Preliminary Master Plan, proposed land use district 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 and other applicable development applications.

6. Applicant submits Site Plan, Subdivision etc., development applications.

3.3.1005 Purpose, Applicability and Review.

(A) Purpose. The Nodal Development (ND) Overlay District is established to support mixed-use pedestrian-friendly development and work in conjunction with underlying land use districts to implement transportation-related land use policies found in the Springfield Transportation System Plan, and in the Metro Plan, and Springfield Comprehensive Plan. ~~The ND Overlay District also supports “pedestrian-friendly, mixed-use development” as outlined in the State Transportation Planning Rule.~~

(B) Applicability. The ND Overlay District applies to all property where ND Overlay is indicated on the Springfield Comprehensive Plan Nodal Overlay Map, unless the property is an historic property as specified in SDC 3.3.900. The ND Overlay District is intended to implement the Nodal Development Area Overlay on the Springfield Comprehensive Plan Map. The ND Overlay District requirements described in this section apply to the following:

3.2.805 Establishment of the Quarry and Mine Operations (QMO) District.

(B) The QMO District is applied to areas with a Sand and Gravel designation on the ~~Metro Plan Diagram~~Springfield Comprehensive Plan Map.

3.3.810 Applicability.

(A) The provisions of the UF-10 Overlay District apply to all land between Springfield’s city limits and the Urban Growth Boundary.

(B) EXCEPTIONS:

(1) The provisions of the UF-10 Overlay District ~~shall do~~ not apply to land designated Public Land and Open Space, Urban Holding Area - Employment, or Natural Resource Government and Education on the Springfield Comprehensive Plan Map Metro Plan diagram.

3.2.815 Review.

(A) To establish a new quarry or mining operation within the Springfield Urban Growth Boundary, the following are required:

- (1) A ~~Metro-Comprehensive~~ Plan amendment (Type IV review).

3.4.245 Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts.

(A) Applicable Land Use Designations.

- (1) The ~~Springfield Comprehensive Metro~~ Plan designations are as follows:

- (a) The ~~Multimodal Metro-Plan's Mixed-Use~~ designation applies to all land within the Glenwood Riverfront.

- (b) The ~~Springfield Comprehensive Plan's Metro-Plan's~~ Nodal Development Area Overlay designation applies to all land within the Franklin Riverfront and the land along McVay Highway, north of the Union Pacific Railroad trestle. The Nodal Development Area Overlay designation supports a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be oriented to pedestrians and transit.

- (c) The ~~Springfield Comprehensive Plan's Public Land and Open Space Metro-Plan's Public and Semi-Public~~ designation includes existing publicly owned metropolitan and regional scale parks, and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space, as well as some other areas needed for public open space at a non-local level. This designation may apply to public open spaces envisioned in the Glenwood Refinement Plan, and/or any necessary major public facility, at such time as they are placed under public jurisdiction. Until that time, these public open space areas and future major public facilities, (e.g., a fire station) will retain the applicable mixed-use designation and zoning described in SDC [3.4.245\(A\)\(2\)](#) and (B). When appropriate, the City or an affected public agency may initiate a ~~Springfield Comprehensive Plan Map Metro-Plan~~ and Zoning Map amendment for the subject property to be designated ~~Public and Semi-Public~~ and zoned Public Land and Open Space.

4.7.210 Residential Uses in Commercial Districts.

(A) In areas designated mixed use ~~o~~in the Springfield Comprehensive Metro-Plan Map or a Refinement Plan diagram, Plan District map, or Conceptual Development Plan, multiple unit housing developments shall meet the standards as specified in the applicable regulation. MDR-R-2 and HDR-R-3 District standards contained in this code shall be followed where the Springfield Comprehensive Plan Map, a Refinement Plan diagram, Plan District map, or Conceptual Development Plan does not specify development standards, or in areas where no applicable regulation has been prepared.

4.7.385 Multiple Unit Housing (Discretionary Option).

(E) Transition and Compatibility Between Multiple Unit Housing and R-1 District Development. The Approval Authority must find that the development is located and designed in a manner compatible with surrounding development by creating reasonable transitions between multiple unit housing and sites and adjacent R-1 districts. This criterion may be met by complying with either subsection (E)(1) or (2) below or by meeting SDC [4.7.390](#).

(1) Type 2 Process. Multi-unit developments adjacent to properties designated R-1 district must comply with the transition area and compatibility standards listed below, unless it can be demonstrated that adjacent R-1 district property is committed to a non-residential use (e.g., church) that is unlikely to change. In evaluating the status of an adjacent property, the ~~Metro-Springfield Comprehensive~~ Plan designation must take precedent over the current zone or use.

5.1.630 Final Decision.

(E) For ~~Metro-Comprehensive~~ Plan amendments that require adoption by the City, Eugene and/or Lane County, the City Council decision is final only upon concurrence of the Lane County Commissioners and the City of Eugene City Council, as appropriate.

5.12.100 – Land Divisions—Partitions and Subdivisions

5.12.105 Purpose and Applicability.

(A) Purpose. The purpose of the Partition and Subdivision process is to: Facilitate and enhance the value of development; Maintain the integrity of the City’s watercourses by promoting bank stability, assisting in flood protection and flow control, protecting riparian functions, minimizing erosion, and preserving water quality and significant fish and wildlife areas; Minimize adverse effects on surrounding property owners and the general public through specific approval conditions; Ensure the provision of public facilities and services; Provide for connectivity between different uses; Utilize alternative transportation modes including walking, bicycling and mass transit facilities; Implement the applicable Comprehensive PlansMetro Plan, applicable refinement plans, specific area plans and specific development plans; Minimize adverse effects on surrounding property owners and the general public through specific approval conditions; and Otherwise protect the public health and safety.

5.12.125 Tentative Plan Criteria.

The Director shall approve or approve with conditions a Tentative Plan application upon determining that all applicable criteria have been satisfied. If conditions cannot be attached to satisfy the approval criteria, the Director shall deny the application. In the case of Partitions that involve the donation of land to a public agency, the Director may waive any approval criteria upon determining the particular criterion can be addressed as part of a future development application.

(A) The request conforms to the provisions of this code pertaining to lot/parcel size and dimensions.

(B) The zoning is consistent with the Metro-Springfield Comprehensive Plan diagram-Map and/or applicable Refinement Plan diagram, Plan District map, and Conceptual Development Plan.

5.12.120 Tentative Plan Submittal Requirements.

A Tentative Plan application shall contain the elements necessary to demonstrate that the provisions of this code are being fulfilled.

EXCEPTION: In the case of Partition applications with the sole intent to donate land to a public agency, the Director, during the Application Completeness Check Meeting, may waive any submittal requirements that can be addressed as part of a future development application.

(A) General Requirements.

(7) Applicable zoning districts and the Metro-Springfield Comprehensive Plan designation of the proposed land division and of properties within 100 feet of the boundary of the subject property.

5.13.100 – Master Plans

5.13.116 Preliminary Master Plan—Application Concurrency.

(A) If the applicant requires or proposes to change the Springfield Comprehensive Plan Map Metro-Plan diagram and/or applicable Comprehensive Plan text, the applicant shall apply for and obtain approval of a Springfield Comprehensive Plan Map Metro-Plan diagram and/or Comprehensive Plan text amendment prior to the submittal of the Preliminary Master Plan application. The Map Metro-Plan diagram and/or text amendment may also require amendment of an applicable refinement plan diagram or Plan District Map.

5.13.120 Preliminary Master Plan—Submittal Requirements.

The Preliminary and Final Master Plan applications shall be prepared by a professional design team. The applicant shall select a project coordinator. All related maps, excluding vicinity and detail maps, shall be at the same scale. A Preliminary Master Plan shall contain all of the elements necessary to demonstrate compliance with the applicable provisions of this code and shall include, but not be limited to:

(A) General Submittal Requirements. The applicant shall submit a Preliminary Master Plan that includes all applicable elements described below and a narrative generally describing the purpose and operational characteristics of the proposed development. The narrative shall include:

(1) The existing Springfield Comprehensive Metro-Plan designation and land use district zoning. Where the proposed Master Plan site is within an overlay district, Plan District or Refinement Plan, the applicable additional standards shall also be addressed;

5.13.125 Preliminary Master Plan—Criteria.

A Preliminary Master Plan shall be approved, or approved with conditions, if the Approval Authority finds that the proposal conforms with all of the applicable approval criteria.

(A) **Plan/Zone Consistency.** The existing or proposed land use district zoning shall be consistent with the Springfield Comprehensive Plan Map Metro-Plan diagram and/or

applicable text. In addition, the Preliminary Master Plan shall be in compliance with applicable City Refinement Plan, Conceptual Development Plan or Plan District standards, policies and/or diagram and maps.

(B) Zoning-Land Use District Standards. The Preliminary Master Plan shall be in compliance with applicable standards of the specific land use zoning-district and/or overlay district.

(C) Transportation System Capacity. With the addition of traffic from the proposed development, there is either sufficient capacity in the City's existing transportation system to accommodate the development proposed in all future phases or there will be adequate capacity by the time each phase of development is completed. Adopted State and/or local mobility standards, as applicable, shall be used to determine transportation system capacity. The Preliminary Master Plan shall also comply with any conditions of approval from a Springfield Comprehensive Plan Map Metro-Plan diagram and/or applicable text amendment regarding transportation and all applicable transportation standards specified in SDC Chapter 4.

5.14.100 – ComprehensiveMetro Plan Amendments

5.14.105 Purpose.

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range comprehensive plan public-policy document that establishes the broad framework upon which Springfield, Eugene and Lane County make coordinated land use decisions. 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 UGB. Together the Metro Plan and Springfield Comprehensive Plan serve as the applicable comprehensive plans for Springfield and will be referenced as "Comprehensive Plan" throughout this section. While these Plans are Metro-Plan-is Springfield's acknowledged land use policy documents, they may require updates or amendments in response to changes in the law or circumstances of importance to the community. Additionally, se Metro-Plans may be augmented and implemented by more detailed plans and regulatory measures.

5.14.110 Review.

(A) A Development Issues Meeting is encouraged for citizen initiated amendment applications.

(B) ~~Metro-Comprehensive~~ Plan amendments are reviewed under Type 4 procedures as specified in SDC 5.1.140.

(C) A special review, and if appropriate, ~~Comprehensive Metro~~-Plan amendment, shall be initiated if changes in the Metro Plan basic assumptions occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.

5.14.115 ~~ComprehensiveMetro~~ Plan Amendment Classifications.

A proposed ~~Comprehensive Plan~~ amendment ~~to the Metro Plan~~ shall be classified as Type 1, Type 2 or Type 3 depending upon the number of governing bodies (Springfield, Eugene and Lane County) required to approve the decision.

(A) A Type 1 amendment requires approval by Springfield only:

(1) Type 1 ~~Springfield Comprehensive Plan Map Diagram~~-amendments include amendments to the ~~Map Metro-Plan-Diagram~~ for land inside Springfield's city limits.

(2) Type 1 text amendments include:

(a) Amendments that are non-site specific and apply only to land inside Springfield's city limits;

(b) Site specific amendments that apply only to land inside Springfield's city limits;

(c) Amendments to a regional transportation system plan or a regional and public facilities plan when only Springfield's participation is required by the amendment provisions of those plans; and

(d) The creation of new ~~Springfield Comprehensive Metro~~-Plan designations and the amendment of existing ~~Springfield Comprehensive Metro~~ Plan designation descriptions that apply only within Springfield's city limits.

(B) A Type 2 amendment requires approval by Springfield and Lane County only:

(1) Type 2 ~~Diagram-Springfield Comprehensive Plan Map~~ amendments include:

(a) Amendments to the ~~Map Metro-Plan-Diagram~~ for the area between Springfield's city limits and the Plan Boundary; and

(b) An Urban Growth Boundary (UGB) or Metro Plan Boundary amendment east of I-5 that is not described as a Type 3 amendment.

(2) Type 2 Text amendments include:

- (a)** Amendments that are non-site specific and apply only to Lane County and Springfield;
- (b)** Amendments that have a site specific application between Springfield's city limits and the Plan Boundary; and
- (c)** Amendments to a jointly adopted regional transportation system plan or a regional public facilities plan when participation by Springfield and Lane County is required by the amendment provisions of those plans.

(C) A Type 3 amendment requires approval by Springfield, Eugene and Lane County.

(1) Type 3 ~~Diagram~~ Springfield Comprehensive Plan Map amendments include:

- (a)** Amendments of the Common UGB along I-5; and
- (b)** A UGB or Metro Plan Boundary change that crosses I-5.

(2) Type 3 Text amendments include:

- (a)** Amendments that change a Fundamental Principle as specified in Metro Plan Chapter II A;
- (b)** Non-site specific amendments that impact Springfield, Eugene and Lane County; and
- (c)** Amendments to a jointly adopted regional transportation system plan or a regional public facilities plan, when the participation of Springfield, Eugene and Lane County is required by the amendment provisions of those plans.

5.14.120 Relationship to Refinement Plans, Special Area Studies or Functional Plan Amendments.

(A) In addition to a Metro Plan update, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by Springfield, Eugene or Lane County.

(B) All refinement and functional plans shall be consistent with the Metro Plan. Should inconsistencies occur, the Metro Plan is the prevailing policy document.

(C) When a ~~Metro-Comprehensive~~ Plan amendment also requires an amendment of a refinement plan or functional plan ~~map or~~ diagram ~~map~~ and/or text for consistency, the Metro Plan, refinement plan and/or functional plan amendments shall be processed concurrently.

(D) When a ~~Comprehensive Metro~~-Plan amendment is enacted that requires an amendment to a refinement plan or functional plan map or diagram for consistency, the ~~Springfield Comprehensive Plan Map~~~~Metro-Plan Diagram~~ amendment automatically amends the diagram or map if no amendment to the refinement plan or functional plan text is involved.

~~(E) — An amendment of the Springfield Comprehensive Plan shall be processed as a Metro-Plan amendment and comply with the approval criteria specified in SDC 5.14.135.~~

5.14.125 Initiation.

~~Metro-Comprehensive~~ Plan amendments shall be initiated as follows:

(A) A Type 1 amendment may be initiated by Springfield at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in this code (see also subsection (E)).

(B) A Type 2 amendment may be initiated by Springfield or Lane County at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in this code and the Lane Code (see also subsection (E)).

EXCEPTION: Consideration of a property owner initiated ~~Metro-Comprehensive~~ Plan amendment (Type 1 and 2) will be postponed by the Director if the proposed amendment is also part of an existing planned refinement plan or special area study adoption or amendment process, or one that is scheduled to commence within 3 months of the date of application submittal. The requested ~~Comprehensive Metro~~-Plan amendment will be considered in the legislative proceedings of the refinement plan or special area study. If the refinement plan or special area study process has not begun within the 3-month period, the ~~Comprehensive Metro~~-Plan amendment application process shall begin immediately following the 3-month period. The Director may exempt particular plan amendment applications from postponement under this subsection and require more immediate review if there is a finding that either there is a public need for earlier consideration or that review of the proposed amendment as part of a general refinement plan or special area study adoption or amendment process will interfere with timely completion of that process.

(C) A Type 3 amendment may be initiated at any time by Springfield, Eugene or Lane County.

(D) Only Springfield, Eugene or Lane County may initiate a refinement plan, a functional plan, a special area plan, Periodic Review or a Metro Plan update.

(E) Metro-Comprehensive Plan updates shall be initiated no less frequently than during the state required Periodic Review of the Metro-Comprehensive Plan, although Springfield, Eugene and Lane County may initiate an update of the Metro Plan at any time.

5.14.140 Appeals.

Adopted or denied Metro-Comprehensive Plan amendments may be appealed to Oregon Land Use Board (LUBA) or the Department of Land Conservation and Development (DLCD) according to State law.

5.14.145 Limitation on Refiling.

The City shall not consider a property owner-initiated Comprehensive Metro-Plan amendment application if a substantially similar or identical plan amendment has been denied by the City within the year prior to the application date unless the facts forming the basis for the denial have changed so as to allow approval. The Director shall determine whether the proposed amendment is substantially similar or identical after providing the applicant with an opportunity to comment on the matter in writing.

5.22.110 Review.

Official Zoning Map amendments may be initiated by the Director, the Planning Commission, the Hearings Official, the City Council or a citizen. Zoning Map amendments shall be reviewed as follows:

(A) Legislative Zoning Map amendments involve broad public policy decisions that apply to other than an individual property owner, generally affecting a large area and/or require a concurrent Metro-Springfield Comprehensive Plan diagram-Map amendment as specified in SDC [5.14.100](#). Legislative Zoning Map amendments are reviewed using Type 4 procedure.

(1) Springfield Comprehensive Metro-Plan Diagram-Map Amendment Determination. An amendment to the Springfield Comprehensive Metro-Plan diagram-Map shall be required if the proposed Zoning Map amendment is not consistent with the Springfield Comprehensive Metro-Plan diagramMap. Both amendments may be processed concurrently.

(2) Transportation Planning Rule Compliance. Where applicable, legislative Zoning Map amendments shall be reviewed to determine whether the application significantly affects a transportation facility, as specified in Oregon Administrative Rule (OAR) 660-012-0060. In this case a Traffic Impact Study shall be submitted as specified in SDC [4.2.105\(A\)\(4\)](#).

(B) Quasi-judicial Zoning Map amendments involve the application of existing policy to a specific factual setting, generally affecting a single or limited group of properties and may or may not include a [Springfield Comprehensive Metro-Plan diagram-Map](#) amendment. Quasi-judicial Zoning Map amendments are reviewed using Type 3 procedure, unless a [Springfield Comprehensive Metro-Plan diagram-Map](#) amendment is required. In this case, the Quasi-judicial Zoning Map amendment will be raised to a Type 4 review.

5.22.115 Criteria.

(A) Quasi-Judicial Zoning Map Amendments. The Planning Commission or Hearings Officer may approve, approve with conditions or deny a quasi-judicial Zoning Map amendment based upon approval criteria in subsections (C)(1) through (3), below. The Planning Commission or Hearings Official shall make the final local decision on all quasi-judicial Zoning Map amendments that do not include a [Springfield Comprehensive Plan Map Metro-Plan diagram](#) amendment.

(B) Legislative Zoning Map Amendments and Quasi-Judicial Zoning Map Amendments Raised to a Type 4 Review. The Planning Commission or Hearings Official may make a recommendation to the City Council to approve, approve with conditions or deny Zoning Map amendments and [Springfield Comprehensive Plan Map Metro-Plan diagram](#) amendments based upon approval criteria in subsection (C)(1) through (4), below. The City Council shall make the final local decision on all Zoning Map amendments involving a [Springfield Comprehensive Plan Map Metro-Plan diagram](#) amendment.

(C) Zoning Map Amendment Criteria of Approval.

(1) Consistency with applicable Metro Plan policies, [Springfield Comprehensive Plan policies](#), and the [Springfield Comprehensive Plan Map Metro-Plan diagram](#);

(2) Consistency with applicable Refinement Plans, Plan District maps, Conceptual Development Plans and functional plans;

(3) The property is presently provided with adequate public facilities, services and transportation networks to support the use, or these facilities, services and

transportation networks are planned to be provided concurrently with the development of the property;

- (4) Meet the approval criteria specified in SDC [5.14.100](#) when involving a [Springfield Comprehensive Plan Map Metro Plan Diagram](#) amendment; and
- (5) Compliance with Oregon Administrative Rule (OAR) 660-012-0060, where applicable.

6.1.110 Meaning of Specific Words and Terms.

Comprehensive Plan. A generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs, as further defined by ORS 197.015(5).

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range comprehensive plan public policy document that establishes the broad framework upon which Springfield, Eugene and Lane County make coordinated land use decisions. 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 UGB. Together the Metro Plan and Springfield Comprehensive Plan serve as the applicable comprehensive plans for Springfield.

Future Development Plan. A line drawing (required for some land division proposals, or building permits in the City's urbanizable area) that includes the following information: the location of future right-of-way dedications based on the Springfield Transportation System Plan (including the Conceptual Street Map); block length and lot/parcel size standards of the SDC; a re-division plan at a minimum urban density established in this code based on the existing [Springfield Comprehensive Metro-Plan](#) designation of the property for any lot/parcel that is large enough to further divide; and the location of hillsides, riparian areas, drainage ways, jurisdictional wetlands and wooded areas showing how future development will address preservation, protection or removal.

Refinement Plan Diagram. A map contained in a Refinement Plan showing plan designations that are described in the Refinement Plans and Springfield Comprehensive Plan Land Use Element and also shown more specific than shown on the [Springfield Comprehensive Plan Map Metro Plan Diagram](#).

Urban Growth Boundary. A site-specific *line* that separates urban or urbanizable land from rural land and which appears on the [Springfield Comprehensive Plan Map Metro Plan Diagram](#).

**SPRINGFIELD PLANNING COMMISSION
STAFF REPORT & FINDINGS
TYPE 4 – LEGISLATIVE AMENDMENTS**

Project Name:	Springfield Comprehensive Plan Map Clarification Project
Affected Area:	Applies to all land within the Springfield Urban Growth Boundary, which includes land within city limits and urbanizable land outside city limits
City of Springfield Case Number:	811-23-000129-TYP4
Lane County Case Number:	509-PA23-05396
Joint City of Springfield and Lane County Planning Commissions Hearing:	July 18, 2023
Lane County Board 1st Reading:	September 26, 2023
Joint City Council and Board of County Commissioners Hearing:	October 16, 2023

I. NATURE OF THE PROPOSED AMENDMENTS

The City of Springfield and Lane County seek approval of amendments to adopt a Springfield Comprehensive Plan Map and Land Use Element that replaces the text and Diagram in Chapter II-G of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) for land within the Springfield Urban Growth Boundary (UGB). The proposed amendments will apply to all land within the Springfield UGB, which includes land within city limits and urbanizable land outside city limits. This proposal includes amendments to:

- The Springfield Comprehensive Plan to adopt a Springfield Comprehensive Plan Map and a Land Use Element and to amend additional text for consistency with this action, as shown in **Exhibit A – Draft Springfield Comprehensive Plan Amendments**, which includes:
 - Exhibit A-1 Springfield Comprehensive Plan Map
 - Exhibit A-2 Land Use Element of Springfield Comprehensive Plan
 - Exhibit A-3 Additional text amendments to Springfield Comprehensive Plan
- The Metro Plan to reflect that the Springfield Comprehensive Plan Map and Land Use Element will replace the text and Diagram in Metro Plan Diagram Chapter II-G for lands within the Springfield UGB, as shown in **Exhibit B – Draft Metro Plan Amendments**.
- Springfield’s Gateway and Glenwood Refinement Plans (text and diagrams) for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element, as shown in **Exhibit C – Draft Neighborhood Refinement Plan Amendments for Co-adoption**.
- Springfield’s East Main, Mid-Springfield, and Q Street Refinement Plans (text and diagrams) for consistency with adopting a Springfield Comprehensive Plan Map and Land

Use Element, as shown in **Exhibit D – Draft Neighborhood Refinement Plan Amendments for Springfield-only adoption**.

- Springfield’s Downtown Refinement Plan for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element and to clarify amendments adopted by Ordinance 6148 (2005), as shown in **Exhibit E – Draft Downtown Refinement Plan Amendments (Springfield-only adoption)**.
- The Springfield Development Code for consistency with adopting a Springfield Comprehensive Plan Map and Land Use Element, as shown in **Exhibit F – Springfield Development Code Amendments**.
- Supporting information summarizing the process and approach to create the Springfield Comprehensive Plan Map is provided in **Attachment 3 – Methodology for Springfield Comprehensive Plan Map** of the July 18 Planning Commission meeting materials.

II. BACKGROUND

For decades, Eugene and Springfield shared a comprehensive plan: the Eugene-Springfield Metropolitan Area General Plan (“Metro Plan”). The Metro Plan was created as the sole, long-range plan (a public policy and vision document) for metropolitan Lane County, including Springfield and Eugene. Both cities recently established separate urban growth boundaries based on a determination of land supplies needed to meet anticipated growth. As a result, comprehensive planning is evolving toward city-specific plans.

As part of continuing to develop the Springfield Comprehensive Plan, a key step is to create a map that shows existing plan designations for each property in Springfield by interpreting and clarifying the Metro Plan Diagram, which was adopted most recently as an 11” x 17” paper map in 2004. The Metro Plan Diagram is a “broad brush,” graphic depiction of projected land uses and major transportation corridors but does not meet today’s needs for showing which plan designations apply to each property within the region. Establishing a property-specific Springfield Comprehensive Plan Map will add greater certainty for understanding the planned land uses. The map will provide timely, accurate information, ultimately increasing confidence in the land use process by providing a solid visual understanding of existing plans and policies.

Given the scale of the Metro Plan Diagram, it was not always clear how to precisely draw the line between differing plan designations (shown as different colors) to develop Springfield’s Comprehensive Plan Map. Staff began work to clarify boundaries of plan designations by researching land use records for all properties that appeared to be near more than one designation on the Metro Plan Diagram. Staff also verified that the proposed version of Springfield’s Comprehensive Plan Map reflects neighborhood refinement plans and any changes to the Metro Plan Diagram adopted since 2004. Staff approached this project with a mix of policy and technical research and informed conversations to seek input on mapping approaches.

The project’s Community Engagement Plan includes strategies for working with stakeholders and the general public, including outreach to the broader community and to the owners of property within the areas that require interpretation to seek their knowledge and confirm the understanding of plan designations for their properties. Interviews with city jurisdictions in

Oregon, discussions with the Technical Resource Group and Project Advisory Committee, and guidance from Springfield Planning Commission and City Council influenced how the proposed Springfield Comprehensive Plan Map looks and functions in the context of the proposed Land Use Element of Springfield’s Comprehensive Plan. Attachment 3 – Methodology for Springfield Comprehensive Plan Map provides additional detail about the approach to creating a property-specific Comprehensive Plan Map for Springfield and associated outreach.

The Springfield Comprehensive Plan Map is accompanied by a Land Use Element that transfers the relevant plan designation descriptions from the Metro Plan with some revisions and updates to reflect what applies in Springfield. The Land Use Element also includes a goal, policies, and implementation strategies related to the Springfield Comprehensive Plan Map. To support establishing a Springfield Comprehensive Plan Map and Land Use Element, related amendments are being proposed as described in Section I – Nature of the Proposed Amendments.

III. PROCEDURAL REQUIREMENTS

The proposed amendments are a Type 4 legislative decision because the amendments apply to all land within the Springfield UGB, which includes land within city limits and urbanizable land outside city limits. Under Springfield Development Code (SDC) 5.14.110 and Lane Code 12.300, amendments to the Metro Plan are reviewed under Type 4 procedures as a legislative action. Under SDC 5.14.120(E), amendments to the Springfield Comprehensive Plan are processed as a Metro Plan amendment. Metro Plan amendments are further classified into “types” in Metro Plan Chapter IV, in SDC 5.14.115, and in Lane Code 12.300.010; this is a Type 2 (Type II in Metro Plan and Lane Code) amendment. The proposed amendments are consistent with Metro Plan Policy IV.7.b and IV.12. As such, the proposed Type 2 Metro Plan amendments being considered in conjunction with amendments to Springfield’s Comprehensive Plan require approval by Springfield and Lane County, as they will apply to all land within the Springfield UGB.

Under SDC 5.6.110, amendments to Refinement Plans and the Development Code text are reviewed under a Type 4 procedure as legislative actions.

Per SDC 5.1.600 and the urban transition agreement between the City of Springfield and Lane County, the amendments require a review and recommendation by the Springfield Planning Commission, and Lane County Planning Commission at Lane County’s discretion, prior to action being taken by the Springfield City Council and Lane County Board of Commissioners. The Planning Director for the City of Springfield initiated the amendments on behalf of the City of Springfield as is allowed under SDC 5.14.120(B) and 5.6.105(B).

The Director must send notice to the Department of Land Conservation and Development (DLCD) as specified in OAR 660-18-0020. On June 13, 2023, the City submitted a joint City-County “DLCD Notice of Proposed Amendment” to DLCD in accordance with DLCD submission guidelines via the FTP website. The notice was mailed 35 days in advance of the first evidentiary hearing as required by ORS 197.610(1) and OAR 660-018-0020.

SDC 5.14.130(A) requires the City to provide notice to other relevant governing bodies. The City of Eugene and Lane County received notice on June 28, 2023. Springfield is the “home city” for this amendment. Lane County is included because the proposed amendments apply to unincorporated land within the Springfield UGB.

SDC 5.1.615 and Lane Code Section 14.060 require advertisement of legislative land use decisions in a newspaper of general circulation, providing information about the legislative action and the time, place, and location of the hearing. Notice of the public hearing concerning this matter was published on Thursday, June 22, 2023 in The Chronicle and on Tuesday, June 27, 2023 in The Register Guard, advertising the first evidentiary hearing before the joint City of Springfield and Lane County Planning Commissions on July 18, 2023. The content of the notice complied with the requirements in SDC 5.1.615 and Lane Code 14.060 for legislative actions. Notice was also posted in accordance with SDC 5.1.615(B) and sent to Springfield’s Development Review Committee in accordance with SDC 5.1.615(E). SDC 5.1.615(C) and (D) do not apply to the proposed amendments.

IV. APPROVAL CRITERIA & FINDINGS

The amendments to the Metro Plan and Springfield Comprehensive Plan are subject to the same set of approval criteria, which are referenced below under “Metro Plan & Springfield Comprehensive Plan Amendments.” The amendments to Springfield’s Downtown, East Main, Gateway, Glenwood, Mid-Springfield, and Q Street Refinement Plans and to the Springfield Development Code are subject to a different set of approval criteria listed on page 14 under “Refinement Plan and Development Code Amendments.”

Findings showing that the amendments meet the applicable criteria of approval appear in regular text format. Direct citations or summaries of criteria appear in *bold italics* and precede or are contained within the relevant findings.

METRO PLAN & SPRINGFIELD COMPREHENSIVE PLAN AMENDMENTS

The applicable criteria of approval for amendments to the Metro Plan and the Springfield Comprehensive Plan are at Springfield Development Code 5.14.135 (Metro Plan Amendments), and Chapter 12.100.050 (Method of Adoption and Amendment) and 12.300.030 (Metro Plan Amendment Criteria) of the Lane Code (LC).

SDC 5.14.135 (Metro Plan Amendments)

A Metro Plan amendment may be approved only if the Springfield City Council and other applicable governing body or bodies find that the proposal conforms to the following criteria:

- (A) The amendment shall be consistent with applicable Statewide Planning Goals; and**
- (B) Plan inconsistency:**
 - (1) In those cases where the Metro Plan applies, adoption of the amendment shall not make the Metro Plan internally inconsistent.**
 - (2) In cases where Springfield Comprehensive Plan applies, the amendment shall be consistent with the Springfield Comprehensive Plan.**

LC 12.300.030 (Metro Plan Amendment Criteria)

The following criteria will be applied by the Board of Commissioners and other applicable governing body or bodies in approving or denying a Metro Plan amendment application:

- A.** The proposed amendment is consistent with the relevant Statewide Planning Goals; and
- B.** The proposed amendment does not make the Metro Plan internally inconsistent.

Statewide Land Use Planning Goal 1: Citizen Involvement

Finding 1: The project's Community Engagement Plan was the foundation for engaging the Springfield community and stakeholders in the process of creating the amendments. The Springfield Committee for Citizen Involvement (CCI) approved the project's Community Engagement Plan in March 2022. Community engagement involved a(n):

- Mailing to owners of properties that required research needed to clarify plan designations in:
 - Winter 2022: Letter requesting clarifying information during early stages of property research
 - Spring 2023: Postcard announcing the Draft Comprehensive Plan Map was ready for review and feedback and the multiple options for how to learn more and provide feedback
- Project webpage that provided background information, announcements of upcoming meetings along with meeting materials, content from previous meetings, materials for review (including the draft map), timeline, staff contact information, and ways to connect with project information in Spanish.
- Project Advisory Committee: This CCI-appointed Committee (June 7, 2022) resulted from extensive recruitment efforts, such as:
 - Direct e-mail announcements and invitations to apply
 - Announcements on the project webpage, on the homepage on the City's website, on the City's social media platforms, to the Springfield City Club, in the Springfield Chamber of Commerce Bottom Line newsletter, and in a news release
 - Informational flyers around City Hall and other locations around townThe Committee was made up of Springfield residents, Springfield property and business owners/people with other experience working in Springfield (including private-sector land use planning experience), volunteer experience in the region, and more. The Committee met five times and received e-mail updates between meetings and after its last meeting. Meetings were open to the public to observe and were advertised on the project webpage and City Events calendar.
- Technical Resource Group comprised of the Springfield Utility Board, Springfield Public Schools, Willamalane Park and Recreation District, Lane County, Lane Council of Governments, City of Eugene, and the Oregon Department of Land Conservation and Development. The Group met four times and received e-mail updates after meetings.
- Online open house, which ran from April 18 through May 11, 2023. The online open house materials included the draft maps (PDF and web-based interactive version), a storyboard presentation to give context for the draft materials, and comment form.
- In-person open house, held on May 4, 2023, which provided opportunities for participants to view and comment on the printed and web-based/interactive versions of the draft map, to speak with the project team, gather printed project information, use a supervised activity station for children, and have light refreshments.
- Set of Frequently Asked Questions with answers (also translated into Spanish). These questions and answers appeared on the webpage and were available in printed format at the in-person open house.

- Work sessions with Planning Commission on November 1, 2022 and April 18, 2023.
- Work session Council on November 28, 2022.

CONCLUSION: Accordingly, the process used to inform the amendments meets Goal 1.

Statewide Land Use Planning Goal 2: Land Use Planning

Finding 2: Goal 2, in part, requires Springfield to have and follow a comprehensive land use plan and implementing regulations. The Metro Plan, Springfield Comprehensive Plans, Springfield's neighborhood refinement plans, and Springfield Development Code support this required planning framework. The Oregon Land Conservation and Development Commission previously acknowledged each of these components of Springfield's land use planning program as consistent with Oregon's Statewide Land Use Planning Goals.

Finding 3: The actions proposed with this adoption package include amendments to existing, acknowledged plans and associated regulations by way of amendments to the Metro Plan, Springfield Comprehensive Plan, Springfield's neighborhood refinement plans, and the Springfield Development Code. The amendments include replacing the plan designations shown on the Metro Plan Diagram, which is the existing regional comprehensive plan map, with a Springfield Comprehensive Plan Map that shows property-specific plan designations in the Springfield UGB.

Finding 4: The amendments to the Metro Plan's text are limited to clarifying that Chapter II-G and the designations shown on the Metro Plan Diagram no longer apply to Springfield, to amending additional text throughout the Metro Plan for consistent referencing of applicable planning documents (i.e., the Springfield Comprehensive Plan where appropriate), explaining the Willamette River Greenway boundary as shown on Springfield's Comprehensive Plan Map, and to explaining how to use the Metro Plan and/or Springfield Comprehensive Plan and their relationship in the context of land use planning in Lane County.

Finding 5: The amendments to the Metro Plan Diagram are to no longer show land use designations within Springfield's portion of the Metro Plan Boundary east of Interstate 5. As such, the Metro Plan Diagram amendments do not involve redesignating land.

Finding 6: The amendments to the Springfield Comprehensive Plan add a Land Use Element (chapter), reference the Springfield Comprehensive Plan (as opposed to the Metro Plan) where appropriate throughout the Plan, and add a Comprehensive Plan Map to replace the Metro Plan Diagram.

Finding 7: The text of the Land Use Element captures existing text from the previously adopted and acknowledged Metro Plan document and describes the relationship between the various planning documents that apply to making decisions about land use in Springfield. As such, the land use planning framework in Springfield will remain materially unchanged as a result of the amendments though the resources used to refer to properties' designations and to the designations' meanings will differ. The text amendments:

- Transfer the relevant descriptions of Plan designations from the Metro Plan to the Springfield Comprehensive Plan with some revisions and updates to reflect what applies to Springfield, and in so doing:
 - Remove language that does not apply to Springfield (e.g., references to Eugene)
 - Revise the transferred Metro Plan text for Nodal Development, Mixed Use, Public Land and Open Space, and Residential designations to reflect amendments and clarify how they apply in Springfield
- Add a section that clarifies the relationship of the Springfield Comprehensive Plan to the Metro Plan, functional plans, and Springfield’s neighborhood refinement plans; and
- Identify goals, policies, and implementation strategies within the Land Use Element

Finding 8: The Springfield Comprehensive Plan Map accompanies the previously described text changes. The Map shows property lines based on tax lot lines; consolidates the Government and Education, Parks and Open Space, and other similar designations into one designation: Public Land and Open Space; and, consistently shows Nodal Development as an overlay designation as opposed to a base designation and/or overlay designation depending on the location. These amendments do not materially change how land can be used or developed in Springfield and are a result of the work that would otherwise be necessary to interpret plan designations for specific properties where ambiguity remains on the Metro Plan Diagram in the case of the Metro Plan Diagram continuing to apply to Springfield. Attachment 3 – Methodology for Springfield Comprehensive Plan Map describes the method the City used to interpret and apply existing designations to the Comprehensive Plan Map.

Finding 9: The actions described in these Goal 2 findings align with Statewide Planning Goal 2, as they: (1) identify the issues of determining appropriate plan designations for specific properties where such determination is based on a generalized diagram that is not property specific and that is unaccompanied by policy that would enable a solid understanding of how land can be used in Springfield’s urbanized and urbanizable areas; (2) create solutions to address these issues as presented in the policies and implementation strategies of Exhibit A-2 Land Use Element of Springfield Comprehensive Plan as based on stakeholder input as described in the findings under Statewide Land Use Planning Goal 1; and, (3) make use of an easier-to-read Comprehensive Plan Map a reality (Exhibit A-1 Springfield Comprehensive Plan Map).

Finding 10: The amendments do not elicit compliance with the remaining aspects of Goal 2, as they do not: (1) include taking an exception to Goal 2; and, (2) involve changes to the Springfield Development Code that create new regulations consistent with Goal 2, Part III, Sections F.1 and F.2 as demonstrated in the findings.

CONCLUSION: Accordingly, the amendments meet Statewide Planning Goal 2.

Statewide Land Use Planning Goals 3 & 4: Agricultural and Forest Lands

Finding 11: These Goals apply to land outside of Springfield’s UGB, and as such, do not apply to the amendments.

Statewide Land Use Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

Finding 12: Goal 5 does not apply to the map and text amendments to the Metro Plan and Springfield Comprehensive Plan. Springfield conducts its inventories of its natural, scenic and historic areas, and open space resources through separate processes and protects the significant resources through programs. These features are shown on specific maps, which have since been adopted via ordinance and acknowledged by the Oregon Land Conservation and Development Commission. The amendments do not include any changes to the adopted and acknowledged inventories or their protection. The waterbodies shown on the proposed Springfield Comprehensive Plan Map (Exhibit A-1) are for illustrative purposes to orient map users to Springfield’s geography. The proposed text amendments to the Metro Plan and Springfield Comprehensive Plan do not relate to Goal 5.

Statewide Land Use Planning Goal 6: Air, Water and Land Resources Quality

Finding 13: Goal 6 does not apply to the map and text amendments to the Metro Plan and Springfield Comprehensive Plan. The amendments do not alter the City’s acknowledged land use programs regarding the control of pollution to protect the quality of Springfield’s air, water, and land resources and do not change the uses allowed to develop—whether outright or conditionally. The water resources, some of which are water quality limited watercourses, shown on the proposed Springfield Comprehensive Plan Map (Exhibit A-1) are for illustrative purposes to orient map users to Springfield’s geography. The proposed amendments do not alter the Regional Transportation Plan or the City’s acknowledged Transportation System Plan, the policies of which can influence air quality.

Statewide Land Use Planning Goal 7: Areas Subject to Natural Hazards

Finding 14: Goal 7 does not apply to the proposed map and text amendments to the Springfield Comprehensive Plan and the Metro Plan as shown in Exhibits A and B. The proposed amendments do not alter the City’s acknowledged land use programs regarding potential landslide areas and flood management protections.

Statewide Land Use Planning Goal 8: Recreational Needs

Finding 15: Goal 8 does not apply to the proposed amendments. The Recreation Element of the Springfield Comprehensive Plan and the Parks and Recreation Facilities Element of the Metro Plan guide the implementation of Springfield’s recreational needs. Willamalane Park and Recreation District’s Comprehensive Plan is the Recreation Element of Springfield’s Comprehensive Plan. Changes to Willamalane Park and Recreation District’s Comprehensive Plan and to the text of Metro Plan’s Parks and Recreation Facilities Element are not part of the amendments.

Statewide Land Use Planning Goal 9: Economic Development

Finding 16: The Springfield Comprehensive Plan amendments (also referred to as “Springfield 2030 Comprehensive Plan” amendments)—adopted in 2016 as Springfield Ordinance 6361 and Lane County Ordinance PA 1304—expanded the Springfield UGB and Metro Plan boundary. This UGB expansion added land intended to allow Springfield to meet its long-term needs for

employment based on the findings of the Commercial and Industrial Buildable Lands Inventory. Springfield assigned an Urban Holding Area – Employment (UHA-E) plan designation on a property-specific basis within the expansion area. The Oregon Land Conservation and Development Commission approved the expansion and corresponding Plan amendments in March 2019 (Approval Order 19-UGB-001900), thereby acknowledging the amendments. The UHA-E designation will remain in effect until the appropriate permanent employment designation is adopted through a City-initiated planning process or an owner-initiated plan amendment process, which is not part of this present application. The amendments to the Metro Plan and Springfield Comprehensive Plan retain the property-specific, interim employment designations in the UGB expansion area and do not change the acreage available for employment land identified in the Commercial and Industrial Buildable Lands Inventory in Springfield’s UGB, including land within city limits. The amendments do not fundamentally change the goals and policies applicable to economic development in Springfield, which are the policies in the Economic Element of the Springfield Comprehensive Plan. Accordingly, the City remains in compliance with Goal 9.

Statewide Land Use Planning Goal 10: Housing

Finding 17: In August 2011, the Oregon Land Conservation and Development Commission acknowledged the Springfield 2030 Refinement Plan Residential Land Use and Housing Element (“Housing Element”). This Element is part of the Springfield Comprehensive Plan. The proposed amendments do not involve substantive changes to the acknowledged goals and policies of the Housing Element of Springfield’s Comprehensive Plan. This Element supplements and refines the Residential Land Use and Housing Element of the Metro Plan, which also applies to land use planning for housing in Springfield. The proposed amendments do not change the goals and policies therein. The proposed amendments to the Metro Plan Diagram and to the Springfield Comprehensive Plan for adoption of a Springfield Comprehensive Plan Map do not redesignate property and therefore do not affect the Buildable Lands Inventory. Accordingly, the City remains in compliance with Goal 10.

Statewide Land Use Planning Goal 11: Public Facilities and Services

Finding 18: Goal 11 does not apply to the proposed amendments. Goal 11 requires Springfield to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Pursuant to OAR 660-011-0020(2), a public facility plan must identify significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. The Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (PSFP) and the Springfield 2035 Transportation System Plan (TSP) are the City’s acknowledged public facilities and transportation system plans that inform infrastructure investments (i.e., water, stormwater, wastewater, transportation, and electricity) in Springfield. The proposed amendments do not entail changes to the acknowledged TSP or PSFP, nor do they change the acknowledged comprehensive plans (Metro Plan and Springfield Comprehensive Plan) in ways that would require additional or different public facilities projects in the PSFP or TSP. The Goal 12 findings below further address transportation planning.

Statewide Land Use Planning Goal 12: Transportation

Finding 19: The Transportation Planning Rule (OAR 660-012-0060) implements Goal 12. OAR 660-012-0060 requires a local government to establish mitigation measures if an amendment to

an acknowledged functional plan, comprehensive plan, or land use regulation would “*significantly affect an existing or planned transportation facility.*” Subsections (1)(a)-(c) determine whether the requested amendments to the Metro Plan and Springfield Comprehensive Plan significantly affect a transportation facility.

Finding 20: An amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility under Subsection 1(a) if it: “*Change[s] the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan).*” The amendments do not change any functional classification under OAR 66-012-0060(1)(a) as shown in Exhibits A and B.

Finding 21: An amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility under Subsection 1(b) if it: “*Change[s] standards implementing a functional classification system.*” The proposed amendments do not change the City’s standards for implementing its functional classification system under OAR 66-012-0060(1)(b) as shown in Exhibits A and B.

Finding 22: Under Subsection (1)(c), an amendment to an acknowledged comprehensive plan “significantly affects” a transportation facility if it: (A) *results in types or levels of travel or access inconsistent with the functional classification of a transportation facility;* (B) *degrades the performance of a transportation facility such that it would not meet performance standards identified in the TSP or comprehensive plan;* or (C) *degrades the performance of a transportation facility that is otherwise projected to not meet the performance standards in the TSP or comprehensive plan.* To determine whether the amendments “significantly affect” a transportation facility within the meaning of (1)(c), a local government should compare the most traffic-generative use reasonably allowed under current land use requirements with the most traffic-generative use reasonably allowed under the amendments. The amendments to the Metro Plan and Springfield Comprehensive Plan do not change the uses that the Springfield Development Code allows outright, conditionally allows, or prohibits. The amendments do not change the most traffic-generative uses reasonably allowed. Accordingly, the amendments do not result in any of the effects described under (A)-(C).

OAR chapter 660, Division 12 includes provisions adopted under the “Climate Friendly and Equitable Communities” rules adopted and certified effective on August 17, 2022, as amended by temporary rules effective May 12, 2023 through November 7, 2023. These provisions are either not yet operative for the City of Springfield under OAR 660-012-0012 or apply only upon amendment to the Springfield Transportation System Plan. Amendments to Springfield’s Transportation System Plan do not accompany the subject amendments, and therefore the remaining provisions of OAR chapter 660, Division 12, are not applicable.

CONCLUSION: The amendments do not “significantly affect” an existing or planned transportation facility under OAR 660-012-0060(1)(a), (b), or (c) and thus comply with OAR 660-012-0060 and Goal 12 requirements.

Statewide Planning Goal 13: Energy Conservation

Finding 23: Goal 13 does not apply to the amendments. The City's acknowledged regulations that implement Goal 13 remain unaffected by the amendments. The amendments do not entail proposed development and do not change the types of development allowed outright or conditionally.

Statewide Planning Goal 14: Urbanization

Finding 24: The Oregon Land Conservation and Development Commission acknowledged Springfield's UGB expansion in 2019. The diagram and map amendments show the UGB as previously acknowledged in 2019.

Finding 25: The 2019 acknowledgement brought land into Springfield's expanded UGB that was rurally designated by Lane County to new designations administered by Springfield: Public/Semi-Public, Urban Holding Area- Employment, and Natural Resource. Springfield applied these new designations on a property-specific basis. The diagram and map amendments retain the property-specific designations, with the exception of the Public-Semi-Public designation—the function of which is fundamentally unchanged. The Public/Semi-Public designation acknowledged in 2019 is proposed to be named: Public Land and Open Space to provide a consistent naming convention throughout Springfield and to produce a map that is easier to read. The text amendments to the Springfield Comprehensive Plan to rename Public/Semi Public to Public Land and Open Space will not result in additional changes to the Springfield Comprehensive Plan or Metro Plan regarding the purpose or outcomes of this designation. As shown in Exhibit B, Metro Plan Chapter II-G: Metro Plan Diagram, will no longer apply to Springfield.

Finding 26: The designations of remaining areas within Springfield's UGB (including property within the city limits) are more clearly represented with property lines on the Springfield Comprehensive Plan Map as compared to the generalized, large-scale Metro Plan Diagram. As previously noted, the amendments to the Springfield Comprehensive Plan Map depict the Metro Plan designations at a more precise scale as described in Attachment 3 – Methodology for Springfield Comprehensive Plan Map and amend the Metro Plan to no longer show Plan designations within the Springfield UGB (coterminous with the Metro Plan boundary) as shown in Exhibit B. These actions do not affect Springfield's approach to using land efficiently within its UGB through orderly and logical growth patterns as specified by Goal 14.

CONCLUSION: Accordingly, the City remains in compliance with Goal 14.

Statewide Planning Goal 15: Willamette River Greenway

Finding 27: Goal 15 does not apply to the amendments. The Metro Plan Diagram has previously shown the Willamette River Greenway ("Greenway") boundary, and the Greenway boundary will continue to be shown on the Springfield Comprehensive Plan Map in its existing location (Exhibit A-1). The Springfield Comprehensive Plan Map and associated amendments do not change to the applicability of the Greenway boundary as reflected in the previously acknowledged Metro Plan Diagram. Additionally, the amendments do not entail development activities within the Greenway boundary.

Statewide Planning Goals 16-19: Estuarine Resources, Coastal Shorelands, Beaches and Dunes, Ocean Resources

Finding 28: These Goals do not apply to the amendments. Land within Springfield’s UGB (land within city limits and the urbanizable land outside city limits) is outside of Oregon’s coastal areas to which Goals 16-19 apply.

CONCLUSION: The amendments to the Metro Plan and Springfield Comprehensive Plan are consistent with the applicable Statewide Land Use Planning Goals based on the aforementioned findings and thus meet the criteria at SDC 5.14.135 and LC 12.300.030.

ADOPTION OF THE AMENDMENT SHALL NOT MAKE THE METRO PLAN OR SPRINGFIELD COMPREHENSIVE PLAN INTERNALLY INCONSISTENT (SDC 5.14.135(B); LC 12.300.030.B)

Finding 29: The Metro Plan anticipated Springfield would continue creating aspects of its land use planning program on a city-specific basis to reflect the unique needs of Springfield. The Metro Plan also anticipated the need for comprehensive land use planning to occur based on property-specific maps years before Springfield began work to create its Comprehensive Plan Map. Precedent for the amendments exists in the introductory text and explanatory text in Chapter II-G of the Metro Plan as described on pages iii-v, II-G-2—II-G-3, and IV-5 Policy 10.

Finding 30: As summarized, pages iii through v state:

ORS 197.304, adopted by the Oregon Legislature in 2007, requires Eugene and Springfield to divide the metropolitan UGB into two city-specific UGBs... The ORS 197.304 mandates are being carried out by the two cities and Lane County through a series of incremental actions over time rather than through a Metro Plan Update process. Some of the land use planning that has historically been included in the Metro Plan will, instead, be included in the cities’ separate, city-specific comprehensive plans... The three jurisdictions¹ anticipate that the implementation of ORS 197.304 will result in a regional land use planning program that continues to utilize the Metro Plan and regional functional plans for land use planning responsibilities that remain regional in nature. City-specific plans will be used to address those planning responsibilities that the cities address independently of each other... ORS 197.304 allows the cities to adopt local plans that supplant the regional nature of the Metro Plan “[n]otwithstanding . . . acknowledged comprehensive plan provisions to the contrary.” As these local plans are adopted, Eugene, Springfield and Lane County wish to maintain the Metro Plan as a guide that will direct readers to applicable local plan(s) when Metro Plan provisions no longer apply to one or more of the jurisdictions. Therefore, when Eugene or Springfield adopts a city-specific plan to independently address a planning responsibility that was previously addressed on a regional basis in the Metro Plan, that city will also amend the Metro Plan to specify which particular provisions of the Metro Plan will cease to apply within that city.

¹ Lane County, Springfield, and Eugene

Finding 31: Upon reference to the instances where the Metro Plan Diagram is “parcel-specific” as described on Metro Plan page II-G-2²,” page II-G-3 of the Metro Plan states, in part:

There is a need for continued evaluation and evolution to a parcel-specific diagram.

Finding 32: Policy IV.10 on page IC-5 states, in part:

... Until a city has adopted a city-specific comprehensive plan that explicitly supplants the relevant portion of the Metro Plan, that city’s refinement and functional plans must be consistent with the Metro Plan. After a city has adopted a city-specific comprehensive plan that explicitly supplants the relevant portion of the Metro Plan, that city’s refinement and functional plans must be consistent with its city specific comprehensive plan (instead of the Metro Plan).

Finding 33: The primary purpose of amending the Metro Plan is to continue Springfield’s evolution to a city-specific plan where appropriate. Planning actions in response to ORS 197.304 have included Springfield’s acknowledged Residential Land Use and Housing Element, Economic, Urbanization, and Transportation Elements of its Comprehensive Plan. Springfield’s creation of a property-specific Comprehensive Plan Map is the next step so that planning for future residential, economic, and other needs is based on clear information about Springfield’s existing conditions. The necessary amendments to the Metro Plan, as previously described under Goal 2 findings and incorporated herein by reference, are for consistent and appropriate referencing and use of terms (Exhibit B). While the plan designations within Springfield’s segment of the Metro Plan boundary east of Interstate 5 no longer apply to Springfield, the Metro Plan designations were transferred to Springfield’s Comprehensive Plan Map and have been interpreted for specificity where needed (Attachment 3 – Methodology for Springfield Comprehensive Plan Map). The remaining policy components of the Metro Plan will not conflict with this approach given the amendments do not involve new Metro Plan findings, new goals or policies in response to those findings, or modified text to existing findings, goals, or policies beyond clarifying where the Springfield Comprehensive Plan now applies.

Finding 34: The primary purpose of amending the Springfield Comprehensive Plan is to add a Comprehensive Plan Map and accompanying Land Use Element, which establishes Springfield’s first property-specific Comprehensive Plan Map. The text supports the Map by describing how to use and interpret it. The amendments do not remove or create new goals, policies, or implementation strategies or actions for the Springfield Comprehensive Plan aside from the new Land Use Element. The amendments to the existing, adopted and acknowledged chapters of the Springfield Comprehensive Plan are administrative in nature and support consistent and appropriate use of plans and application of policy, as they reference which land use plan applies when reading a policy (e.g., Metro Plan, or Springfield Comprehensive Plan, or both).

² Parcels shown on the Metro Plan Diagram with a clearly identified Plan designation (i.e., parcels that do not border one plan designation); lands outside the UGB within the Metro Plan Boundary (though this instance no longer applies to Springfield); parcels with parcel-specific designations adopted through the Plan amendment process

CONCLUSION: Based on the preceding findings, the amendments do not make the Metro Plan or Springfield Comprehensive Plan internally inconsistent. The criteria at SDC 5.14.135(B) and LC 12.300.030.B are met.

REFINEMENT PLAN AND DEVELOPMENT CODE AMENDMENTS

The applicable approval criteria for the amendments are at:

SDC 5.6.115 (Refinement Plans, Plan Districts and the Development Code—Adoption or Amendment):

- (A) In reaching a decision on the adoption or amendment of refinement plans and this code’s text, the City Council shall adopt findings that demonstrate conformance to the following:
 - (1) The Metro Plan and Springfield Comprehensive Plan;
 - (2) Applicable State statutes; and
 - (3) Applicable State-wide Planning Goals and Administrative Rules.
- (B) Applications specified in SDC 5.6.105 may require co-adoption by the Lane County Board of Commissioners.

CRITERION #1: SDC 5.6.115(A)(1): CONFORMANCE WITH THE METRO PLAN AND SPRINGFIELD COMPREHENSIVE PLAN

Finding 1: The amendments to the neighborhood refinement plans and Springfield Development Code are made in direct response to Criterion 5.6.115(a)(1) to align the text of affected refinement plans and Code to the Metro Plan and/or Springfield Comprehensive Plan where applicable. The Springfield Comprehensive Plan itself is the reason for the resultant amendments to the Springfield Development Code, and as demonstrated in the Findings under the approval criteria at SDC 5.14.135(B) and LC 12.300.030.B, incorporated herein by reference, precedent for the subject amendments exists in the Metro Plan.

Finding 2: The amendments to Springfield’s neighborhood refinement plans are limited to those described in Exhibits C, D, and E. Referencing the Springfield Comprehensive Plan instead of, or in addition to, the Metro Plan where appropriate and correctly referencing designation names to align with the Comprehensive Plan Map are not substantive policy changes that affect the future development character and function of Springfield’s neighborhoods. The amendments depict Nodal Development areas as overlays and combine various public- and parks-based designations into one designation name of “Public Land and Open Space” but do not change the original descriptions or intent of the various pre-existing designations. As such, the amendments are merely labelling changes to aid in making the Comprehensive Plan Map easy to read and in making policy easier to interpret and apply.

Finding 3: The amendments to the Springfield Development Code in response to the creation of the Springfield Comprehensive Plan Map and Land Use Element of the Springfield Comprehensive Plan are also narrowly scoped and administrative in nature as shown in Exhibit F. The purpose of these changes is to aid the user of the Development Code by clarifying how to navigate applicable planning documents, whether the Metro Plan and/or the Springfield Comprehensive Plan.

Finding 4: The text amendments to the Downtown Refinement Plan include a correction to clarify that the policies in the Refinement Plan’s Public Spaces Element adopted by Ordinance 6148 (2005) replace the Public Spaces Element adopted in Ordinance 5316 (1986). During the process of researching Springfield’s adopted refinement plans for this project, it became apparent that Ordinance 6148 did not clearly state whether the intent was to only amend but retain the original 1986 Public Spaces policies or whether the intent was to amend and replace the existing policies. Since 2005, however, the Downtown Refinement Plan was published on the City’s website without the 1986 Public Spaces Element policies. Because retaining the 1986 policies would make the Public Spaces Element redundant to the added 2005 policies, the proposed amendment clearly removes the 1986 Plan policies in favor of the 2005 policies, as shown in Exhibit E. These amendments do not change any other content of the Metro Plan or Springfield Comprehensive Plan.

CONCLUSION: Based on the preceding findings, the refinement plan and Code amendments conform to the Metro Plan and Springfield Comprehensive Plan. Approval criterion SDC 5.6.115(A)(1) is satisfied.

CRITERION #2: SDC 5.6.115(A)(2): CONFORMANCE WITH APPLICABLE STATE STATUTES

Finding 5: ORS 197.175 generally requires the City to exercise its planning and zoning responsibilities in accordance with ORS Chapters 195, 196 and 197 and the goals approved under ORS Chapters 195, 196 and 197. Compliance with Oregon’s Statewide Land Use Planning Goals are discussed under Criterion #1. There are no statutes in ORS Chapters 195, 196, or 197 that apply to the substance of these amendments.

Finding 6: ORS 197.610 and OAR 660-018-0020 require local jurisdictions to submit proposed comprehensive plan or land use regulation changes to the Oregon Department of Land Conservation and Development (DLCD). As noted in the Procedural Findings on pages 3-4 of this staff report, notice of the proposed amendments was provided to DLCD more than 35 days in advance of the first evidentiary hearing concerning the amendments.

CONCLUSION: Based on the aforementioned finding, the proposed refinement plan and Code amendments are consistent with applicable state statutes and meet SDC 5.6.115(A)(2).

CRITERION #3: SDC 5.6.115(A)(3): CONFORMANCE WITH APPLICABLE STATEWIDE PLANNING GOALS AND ADMINISTRATIVE RULES

Finding 7: The proposed amendments to Springfield’s neighborhood refinement plans and the Springfield Development Code are the result of proposed changes to the Springfield Comprehensive Plan and Metro Plan and the desired consistency between all four planning tools. The findings addressing the approval criteria at SDC 5.14.135(A) and LC 12.300.030.A for amendments to the Metro Plan and Springfield Comprehensive Plan are incorporated herein by reference in demonstration that the proposed refinement plan and Code amendments conform to Oregon’s Statewide Planning Goals and Administrative Rules.

CONCLUSION: The applicable approval criteria at SDC 5.6.115 are satisfied.

VI. OVERALL CONCLUSION:

The findings herein demonstrate the Metro Plan and Springfield Comprehensive Plan amendments are consistent with the applicable criteria of approval at SDC 5.14.135 and LC 12.300.030, and the proposed amendments to Refinement Plans and the Springfield Development Code are consistent with the applicable criteria of approval at SDC 5.6.115.