
AGENDA ITEM SUMMARY

Meeting Date: 10/5/2015
Meeting Type: Work Session
Staff Contact/Dept.: Linda Pauly DPW
Staff Phone No: (541)726-4608
Estimated Time: 60 minutes
Council Goals: Mandate

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: SPRINGFIELD 2030 COMPREHENSIVE PLAN URBANIZATION ELEMENT: POTENTIAL LAND USE PLANNING AND DEVELOPMENT POLICIES TO GUIDE EFFICIENT URBAN TRANSITION WITHIN THE SPRINGFIELD URBAN GROWTH BOUNDARY (UGB)
(Metro Plan Amendment File No. LRP 2009-00014)

ACTION REQUESTED: Staff will provide a presentation to explain Springfield’s proposed amendments to the Metro Plan that will adopt a new set of Springfield-specific land use policies to guide land use planning and interim development of the unincorporated “urbanizable” lands (ATT2) within Springfield’s UGB, including areas in the proposed UGB expansion. Council is requested to review, discuss and provide input on **Attachment 1: 2030 Comprehensive Plan Urbanization Element Overview, Planning Goals and Potential Policies.**

ISSUE STATEMENT: Oregon law requires cities and counties to:

- Establish urban growth boundaries (UGBs) to provide a supply of land to meet projected long term urban development needs; and
- Co-adopt comprehensive plan policies, zoning, and development code provisions to regulate interim land uses and land divisions of “urbanizable” lands within the UGB to efficiently and effectively plan and manage the land supply as land uses transition from rural to urban.

ATTACHMENTS:

1. Draft Springfield 2030 Comprehensive Plan Urbanization Element Part 1: Overview, Planning Goals and Potential Policies
2. Map: Springfield 2030 Comprehensive Plan Urban Transition Areas

**DISCUSSION/
FINANCIAL
IMPACT:** Co-adoption of the Springfield 2030 Comprehensive Plan Urbanization Element land use policy document by the Council and the Lane County Board of Commissioners will establish new comprehensive plan policies applicable to the unincorporated 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. Existing Metro Plan policies pertaining to urbanization will be supplanted by adoption of the Urbanization Element. 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.

Council’s input on Attachment 1 will provide direction for the potential policies to be included in Urbanization Element Part 2 for Council’s’ review and discussion at the October 19th Work Session.

SPRINGFIELD 2030 COMPREHENSIVE PLAN

URBANIZATION ELEMENT

Working Draft 6 Sept. 29, 2015 Text in blue font = existing Metro Plan language or policies that have been edited and integrated into this document as of 9-23-15

Yellow highlights = placeholders for dates and maps to be inserted in final document

Commentary: 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.

Oregon’s statewide planning goals are achieved through local comprehensive planning. State law requires each city and county to have a comprehensive plan and the zoning and land-division ordinances needed to put the plan into effect. The local comprehensive plan guides a community’s land use, conservation of natural resources, economic development, and public facilities, and must be consistent with statewide planning goals. Comprehensive plans contain 1) sections of background, data, inventories and analysis — the factual base describing a community’s resources and features; and 2) the policy “elements” of the plan setting forth the community’s long-range objectives and the policies by which it intends to achieve them. The policy element of each community’s plan is adopted by ordinance and has the force of law [Oregon Statewide Planning Goals, DLCD, March 12, 2010].

The 2030 Plan is Springfield’s local comprehensive plan to demonstrate compliance with applicable Oregon Land Use Planning Statutes, Goals and Administrative Rules for the specific land use planning goals that it addresses. The City and Lane County are co-adopting separate chapters — called “elements” — of the 2030 Plan on an incremental basis to replace or refine existing policies in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). After local adoption and approval by the Oregon Land Conservation and Development Commission (LCDC), the 2030 Plan Elements become the “acknowledged” land use policies that control land use planning (including coordination of transportation and public facilities planning) for the area within the Springfield Urban Growth Boundary.

Springfield’s Residential Land Use and Housing Element was acknowledged in 2011 to address Springfield’s housing needs for the 2010-2030 planning period. The Economic and Urbanization Elements are being forwarded for adoption at this time to address employment and economic development land use needs and the urban transition process. Other elements of the Metro Plan remain in effect for Springfield until they are replaced or otherwise addressed by local co-adoption of future Springfield 2030 Comprehensive Plan elements or other Metro plan changes initiated by Metro Plan partners. During this period of transition from Metro area to local plans, Springfield’s “comprehensive plan” consists of the Metro Plan *and* the Elements of the Springfield 2030 Comprehensive Plan.

Commentary: The Springfield 2030 Comprehensive Plan (2030 Plan) is written in the past tense to reflect the Plan’s adopted status, anticipating co-adoption of the Plan by future action of the Council and Board (in 2016).

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.

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 urban growth boundaries to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. “Urban” lands are lands within the Urban Growth Boundary (UGB). “Urbanizable lands” are 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 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:

¹ 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.”

- 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.

See ATT 2 Map: Urban Transition Areas

Commentary: A map is included as Attachment 2 in the Council agenda packet to show the location of “urbanizable” lands in the Urban Transition area between the City limits and proposed UGB.

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.

Commentary: Council is asked to review and provide input regarding these five goals, especially as they relate to the Council Goals.

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 Direct orderly and sequential urban development within the Springfield UGB through the timely provision of an 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.

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 As the City grows and as land develops, increase Springfield’s resilience to long range trends in natural hazard impacts to enhance public safety, health and robustness of the economy and natural environment, and to 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 **Map X** “Springfield Urban Growth Boundary.” The UGB Technical Supplement 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 2011-2015

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.² The Springfield UGB included all of the lands and waters within the previously acknowledged Eugene-Springfield Metropolitan Area General Plan Boundary located east of the centerline of Interstate Highway 5. The UGB provides sufficient land designated to meet all residential land needs through the year 2030 without expanding the UGB — through implementation of plan and zoning amendments and Springfield Development Code land use efficiency measures. The Springfield UGB as acknowledged in 2011 contained approximately 14,619 acres of land or 22.8 square miles.

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.³ 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.⁴ The public land UGB expansion added approximately 455 acres of publicly-owned land to the UGB. The Springfield UGB as amended and acknowledged in 2016 contains approximately 15,411 acres of land.

Commentary: The Springfield 2030 Comprehensive Plan (2030 Plan) is written in the past tense to reflect the Plan's adopted status, anticipating co-adoption of the Plan by future action of the Council and Board (in 2016).

RELATIONSHIP TO THE METRO PLAN, FUNCTIONAL PLANS AND REFINEMENT PLANS

² Springfield Ordinance No. 6268, Lane County Ordinance No. PA 1274

³ Springfield Ordinance No. x and Lane County Ordinance No. x

⁴ *Springfield Commercial and Industrial Land Inventory and Economic Opportunities Analysis, 2015*

The Springfield Comprehensive Plan **Urbanization Element** was adopted as an amendment to the Eugene-Springfield Metropolitan Area General Plan by the City of Springfield and Lane County as a city-specific comprehensive plan policy element to independently address a planning responsibility that was previously addressed on a regional basis in the Metro Plan.⁵ 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.⁶

RESPONSIBILITIES FOR LAND USE PLANNING AND DEVELOPMENT WITHIN THE SPRINGFIELD URBAN GROWTH BOUNDARY

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

⁵ 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.

⁶ 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.

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.⁷ 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 processes⁸ 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.

PLAN DESIGNATION AND ZONING OF UNINCORPORATED “URBANIZABLE” LANDS IN THE UGB

Commentary: A map is included as Attachment 2 in the Council agenda packet to show the location of “urbanizable” lands in the Urban Transition area between the City limits and proposed 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 buildable⁹ lands will eventually be included in the City’s incorporated area and developed to accommodate designated urban uses and densities.

⁷ *Agreement Regarding the Transfer of Building and Land Use Responsibilities within the Urbanizable Portion of the Springfield Urban Growth Boundary*, January 1, 1987.

⁸ 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.

⁹ Some lands have absolute development constraints that for inventory purposes are not assumed to be buildable. See Findings section this Element for more information.

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

Unincorporated public land designated Government and Education or Public/Semi Public is zoned Public Land and Open Space on the Springfield Zoning Map.

**Table 1: Urbanizable Land
Plan Designations and Applicable Zoning Districts**

Metro Plan Designation	Springfield Zoning District(s) applicable before annexation	Springfield Zoning District(s) applicable after annexation
Urban Holding Area — Employment	Agriculture — Urban Holding Area (AG) Zoning District	Employment zoning such as: Employment Mixed Use ¹⁰ Campus Industrial Employment
Special Heavy Industrial Light Medium Industrial	Urbanizable Fringe Overlay District (UF-10)	Special Heavy Industrial ¹¹ Light Medium Industrial
Commercial	Urbanizable Fringe Overlay District (UF-10)	Community Commercial
Low Density Residential Medium Density Residential High Density Residential	Urbanizable Fringe Overlay District (UF-10)	Low Density Residential Small Lot Residential ¹² Medium Density Residential High Density Residential
Glenwood Residential Mixed Use Glenwood Commercial Mixed Use Glenwood Office Mixed Use Glenwood Employment Mixed Use	Urbanizable Fringe Overlay District (UF-10) and Glenwood Riverfront Mixed-use Plan District	Glenwood Residential Mixed Use Glenwood Commercial Mixed Use Glenwood Office Mixed Use Glenwood Employment Mixed Use
Glenwood Refinement Plan: Low Density Residential	Urbanizable Fringe Overlay District (UF-10)	Low Density Residential Special Density Residential ¹³
Glenwood Refinement Plan: Light Medium Industrial	Urbanizable Fringe Overlay District (UF-10)	Light Medium Industrial ¹⁴
Glenwood Refinement Plan: Parks and Open Space	Public Land and Open Space (PLO)	Public Land and Open Space (PLO)
Public – Semi Public	Public Land and Open Space (PLO)	Public Land and Open Space (PLO)
Natural Resource	Agriculture — Urban Holding Area (AG) Zoning District	Natural resource protection zoning such as: Natural Resource Public Land and Open Space Natural Resource Overlay
Government and Education	Public Land and Open Space (PLO) ¹⁵	Public Land and Open Space (PLO)

¹⁰ Zoning to be determined through subsequent Springfield 2030 Comprehensive Plan or refinement plan updates

¹¹ Ibid.

¹² Ibid.

¹³ Ibid. Springfield Comprehensive Plan Residential Land Use and Housing Element Policy H.7, Implementation Action 7.4 requires analysis to determine applicability of small lot zoning in Glenwood south of Franklin Blvd.

¹⁴ Zoning to be determined through subsequent Springfield 2030 Comprehensive Plan or refinement plan updates

¹⁵

Springfield Development Code 3.3-810B: “UF-10 District Overlay District shall not apply to land designated Government and Education on the Metro Plan diagram.”

Commentary: As discussed previously by the Council, staff is proposing a 50-acre minimum lot size to be applied to ownerships of 50 or more acres and a 20-acre minimum lot size is applied to ownerships less than 50 acres to reserve large sites in the UGB expansion areas to provide suitable sites for target industries as identified in the CIBL/EOA.

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-sector¹⁶ 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.¹⁷ In 2008-2015, 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 shall be of adequate dimension so as

¹⁶ ORS 285A.010(9)

¹⁷ Springfield Commercial and Industrial Buildable Land Inventory and Economic Opportunities Analysis, Table 5-4 p. X

to maximize the utility of the land resource and enable the logical and efficient extension of services to all parcels within the UHA.

The UHA-E plan designation and Agriculture – Urban Holding Area Zoning District work together to serve important purposes in the 2030 Comprehensive Plan. Land suitable for large employers are 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 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:

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

Insert 11 x 17 plan designation maps

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

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

The Springfield Development Code Agriculture – Urban Holding Area Zoning District (AG) is established to implement the goal of compact growth through provisions that control the potential for premature or incompatible development on large sites added to the UGB to diversify the economy. The AG District includes provisions to limit the division of land and prohibit urban development. A 50-acre minimum lot size is applied to ownerships of 50 or

more acres and a 20-acre minimum lot size is applied to ownerships 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.

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. Land in the floodway is considered to be constrained for development and is not counted as developable in the City’s land Inventories. Including the floodway portion of the site in the UGB allows consistent land use administration of the floodplain pursuant to the purposes and standards of the Springfield Development Code Floodplain Overlay District standards. The portion of the site North Gateway site within the FEMA floodway is designated Natural Resource, a designation applied to privately and publicly owned lands where development and conflicting uses are prohibited to protect natural resource values. In addition to the purposes of the Floodplain Overlay District, land designated Natural Resource is protected and managed for fish and wildlife habitat, soil conservation, watershed conservation, scenic resources, passive recreational opportunities, vegetative cover, and open space.

Table 3: Urbanizable Land Designated Natural Resource (NR)

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

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

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

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

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 hazards¹⁸ 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 X.
Unincorporated land within the Springfield UGB may be developed with permitted uses and densities 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 shall be consistent with the timing and location for such extension, where applicable, in the city’s public facilities and services plans; the city’s transportation system plans; the city’s capital improvement plan; and the urbanization goals, policies and implementation strategies of this Element, or a logical area and 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**

¹⁸ Oregon Revised Statutes Chapter 222 Health Hazard Abatement

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; 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 X. This plan does not address facilities and services provided by Lane County¹⁹, 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.

PLAN AMENDMENT PROCEDURES AND REQUIREMENTS TO DESIGNATE UHA-E URBANIZABLE LAND FOR URBAN DEVELOPMENT BEFORE ANNEXATION AND DEVELOPMENT APPROVAL

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. The City expanded the UGB with the express purpose of diversifying 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.²⁰ In 2008-2015, the City conducted an Urban Growth Boundary Alternatives Analysis and discovered that few viable options exist

¹⁹ 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.

²⁰ Springfield Commercial and Industrial Buildable Land Inventory and Economic Opportunities Analysis, Table 5-4 p. X

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, close-in land is in scarce supply.

The UHA-E plan designation and Agriculture – Urban Holding Area Zoning District work together to serve important purposes in the 2030 Comprehensive Plan. Land suitable for large employers are 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.

Commentary: Staff requests policy direction from Council on this next section. The goal would be to conduct City refinement planning process for the North Gateway and Mill Race expansion areas *and* to allow owner-initiated plan amendments to be processed, as shown in Table 3. Owner-initiated amendments that trigger amendment of facilities plans (e.g. TSP or PFSP) will require owner to request Council’s initiation of the facilities plan amendment.

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

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

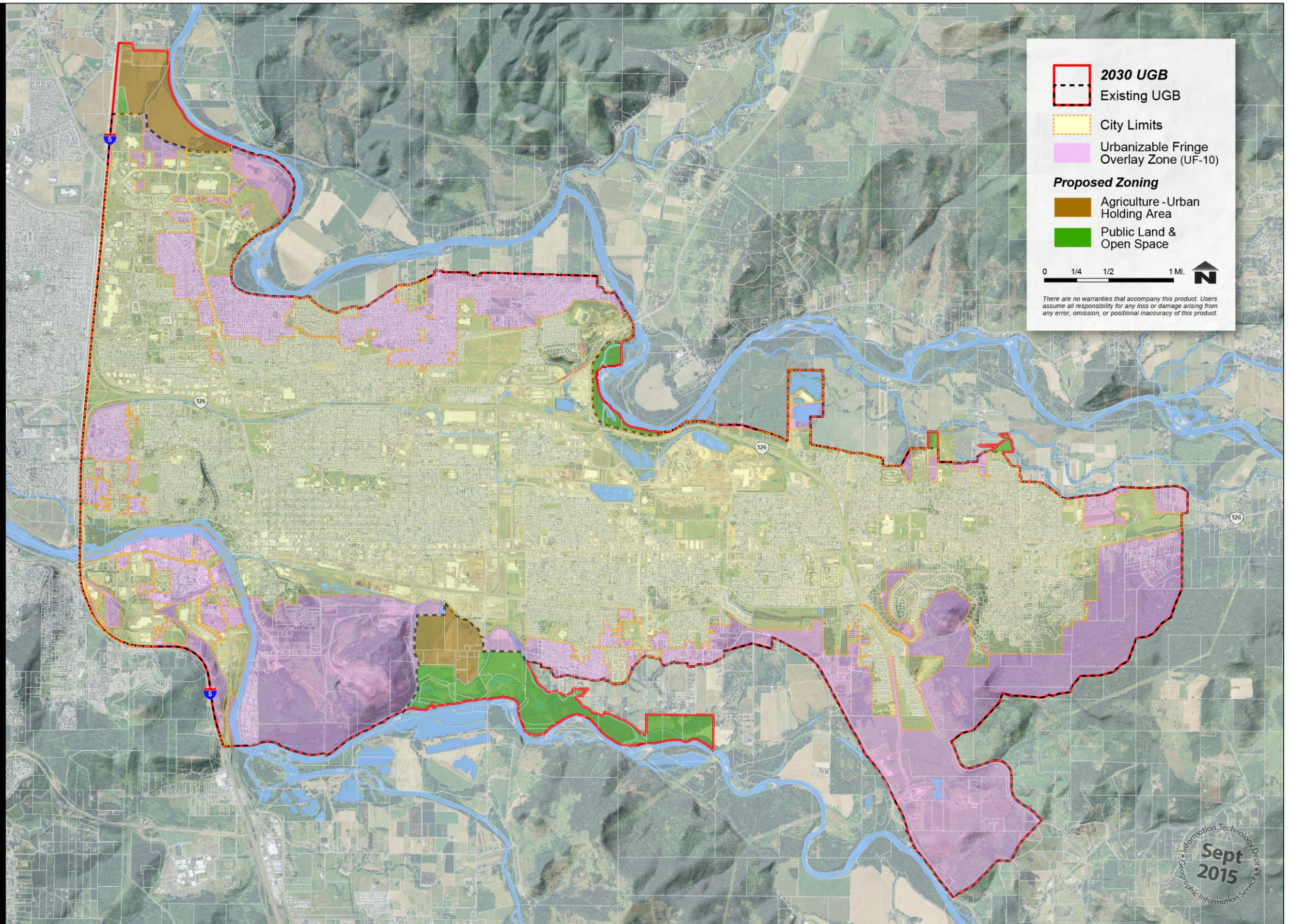
Table 5: Pre-Development Approval Process Steps – Urban Holding Areas

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 Comprehensive Plan policies and Springfield Development Code standards.</p>	<p>1. Applicant submits request City to initiate amendments to TSP and PSFP, 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 2030 Comprehensive Plan. UHA-E designation is replaced with employment plan designations (e.g. Employment, Employment Mixed Use, Campus Industrial, Industrial). AG zoning remains in effect until Master Plan and new zoning are approved.</p>	<p>2. Applicant prepares and submits Plan Amendment application to address all applicable Statewide Planning Goals, Metro Plan and 2030 Comprehensive Plan policies, and Springfield Development Code standards. Applicant proposes employment plan designations (e.g. Employment, Employment Mixed Use, Campus Industrial, Industrial).</p>
<p>3. City prepares and approves Zoning Map Amendment to apply new zoning districts (e.g. Industrial, Campus Industrial, Employment Mixed Use, Employment). Land is planned and zoned and eligible for annexation.</p>	<p>3. City and Lane County approve Plan Amendment to amend Metro Plan and Springfield 2030 Comprehensive Plan. UHA-E designation is replaced with employment plan designations (e.g. Employment, Employment Mixed Use, Campus Industrial, Industrial). AG zoning remains in effect until Master Plan and new zoning are approved.</p>
<p>4. Applicant prepares and submits Master Plan and annexation applications with demonstration of key urban services service provision.</p>	<p>4. Applicant prepares and submits Master Plan with proposed zoning and demonstration of key urban services provision. Applicant submits annexation application.</p>
<p>5. City approves City approves Master Plan and annexation.</p>	<p>5. City approves Master Plan and Zoning Map Amendment and annexation.</p>
<p>6. Applicant submits Master Plan Type III, and Site Plan, Subdivision etc. Type II development applications.</p>	<p>6. Applicant submits Master Plan Type III, and Site Plan, Subdivision etc. Type II development applications.</p>

PART TWO URBANIZATION ELEMENT GOALS, POLICIES AND IMPLEMENTATION STRATEGIES will be included in the Council’s agenda packet for the Oct. 19th work session.



SPRINGFIELD 2030 COMPREHENSIVE PLAN: Urban Transition Areas



2030 UGB
Existing UGB

City Limits

Urbanizable Fringe Overlay Zone (UF-10)

Proposed Zoning

Agriculture - Urban Holding Area

Public Land & Open Space

0 1/4 1/2 1 Mi.

There are no warranties that accompany this product. Users assume all responsibility for any loss or damage arising from any error, omission, or positional inaccuracy of this product.

