

# SPRINGFIELD 2030 REFINEMENT PLAN

## ECONOMIC ELEMENT

*Draft 3 January 10, 2013*

### **OVERVIEW**

The purpose of this **Economic Element** is to identify the goals, objectives, policies, implementation actions and findings that the City of Springfield, in cooperation with Lane County, has adopted to provide an adequate land supply for economic development and employment growth in compliance with Statewide Planning Goal 9, Economic Development. The economic development policy direction established through adoption of the **Economic Element** is focused to capitalize on Springfield's strengths and opportunities within the broader Southern Willamette Valley region. The goals and objectives express the desired community development outcomes and economic benefits the City aspires to achieve. The policies and implementation actions are the City's agreements and commitments to support the growth of the local, regional and State economy through land use patterns that provide and sustain a healthy, prosperous and equitable environment aligned with Springfield's interests, values and assets.

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

The **Economic Element** identifies Springfield's preferred land use strategies to support industrial and other employment<sup>1</sup> development opportunities in the community. The City conducted a Commercial and Industrial Land Needs study in 2008-2009 to update the community's economic patterns, potentialities, strengths and deficiencies as they relate to state and national trends. The work products of the study — the *City of Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (September 2009)* and the *Economic Development Objectives and Implementation Strategies (October 2008)* prepared for the City of Springfield by ECONorthwest — are adopted as Technical Supplements to the **Economic Element**. Economic development issues identified in the draft *Springfield Economic Development Plan (2006)* were incorporated into the analysis and

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<sup>1</sup> As defined in Oregon Administrative Rule 660-009-0005: "Other Employment Use" means all non-industrial employment activities including the widest range of retail, wholesale, service, non-profit, business headquarters, administrative and governmental employment activities that are accommodated in retail, office and flexible building types. Other employment uses also include employment activities of an entity or organization that serves the medical, educational, social service, recreation and security needs of the community typically in large buildings or multi-building campuses.

strategies. Input was received from citizens, stakeholder groups, commissions and elected officials through a citizen involvement process that included a Commercial and Industrial Buildable Lands (CIBL) Stakeholder Committee, online public survey, visioning workshops, work sessions, open houses and public hearings conducted between 2008 and 2013.

## **RELATIONSHIP TO THE METRO PLAN, FUNCTIONAL PLANS AND OTHER REFINEMENT PLANS**

The **Economic Element** establishes the comprehensive plan policies and land use regulations applicable to lands within Springfield’s Urban Growth Boundary that are designated for commercial and industrial uses. These policies and implementation actions supplement, update and refine the more general metro-wide goals, objectives, and findings contained in the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan) Economic Element Chapter IIIB. Issues not addressed in this element are addressed in the Metro Plan. In those instances where findings and policies in this element differ from policies in the *Eugene-Springfield Metropolitan Area General Plan* Economic Element (e.g. references to Springfield sites, industries, employers or employment designations), the Springfield 2030 Refinement Plan Economic Element shall prevail.

The **Economic Element** is also intended to supplement and reinforce — but not to modify — economic development goals, objectives, and policies in existing acknowledged refinement plans. It provides policy direction for updating and amending refinement plans, zoning, and development regulations to address the community’s commercial, industrial and other employment development needs. As Springfield implements this element — through future adoption of updates to land use refinement plans at the city-wide, district, corridor, and neighborhood scales, and through the review of property owner-initiated proposals—the City shall continue to analyze the suitability and capacity of the existing commercial, industrial and other employment designations in terms of location, intensity and mix of uses, design, and infrastructure. Based on more detailed and specific levels of analysis, the City shall amend the *Springfield 2030 Refinement Plan* Diagram and *Metro Plan* Diagram as necessary.

The *Springfield 2030 Refinement Plan* **Land Use and Urban Design Element** identifies the geographic locations and describes the physical characteristics of Springfield’s existing commercial, industrial and mixed use districts and provides additional guidance for implementing **Economic Element** policies by establishing new districts or zones, by refining existing districts or zones, and by establishing criteria for mixing land uses within a zone or development area to achieve 2030 economic development objectives.

## **METRO AREA ECONOMIC DEVELOPMENT GOALS**

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

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

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

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

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

### **SPRINGFIELD ECONOMIC DEVELOPMENT PLANNING GOALS AND OBJECTIVES**

- EG-1 Broaden, improve and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield's natural heritage.
- EG-2 Support attainment of the Regional Prosperity Economic Development Plan<sup>2</sup> goals for creating new metropolitan area jobs in the chosen economic opportunity areas, increasing the average annual wage and reducing unemployment.
- EG-3 Strengthen and maintain strong, connected employment centers and economic corridors to support small, medium and large businesses.
- EG-4 Establish, strengthen and maintain viable commercial centers to improve the community's access to goods and services.
- EG-5 Support the development of emerging economies guided by the following principles:<sup>3</sup>
  - a. Healthy Living—Champion businesses and entrepreneurs that promote a healthy, safe, and clean community while enhancing, protecting, and making wise use of natural resources.

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<sup>2</sup> *Regional Economic Development Plan* — approved by the Springfield, Eugene and Lane County Joint Elected Officials (JEO) in February 2010

<sup>3</sup> *Ibid*

- b. Ideas to Enterprise—Encourage a culture of entrepreneurship and re-investment into the local community.
- c. Be Prepared—Contribute to development of the region’s physical, social, educational, and workforce infrastructure to meet the needs of tomorrow.
- d. Local Resilience— Support businesses and entrepreneurs that lead the city and region to greater economic independence, innovation, and growth of the traded sector economies.
- e. Regional Identity—Create a strong economic personality that celebrates our region’s attributes and values.

EG-6 Encourage and facilitate community and stakeholder collaboration.

EG-7 Make development decisions predictable, fair and cost-effective.

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

**SPRINGFIELD ECONOMIC DEVELOPMENT POLICIES AND IMPLEMENTATION STRATEGIES**

<p><b>Goal</b> EG-1</p>	<p><b>Broaden, improve and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield’s natural heritage.</b></p>	
<p>Policy E.1</p>	<p>Plan and zone sufficient land to support the creation of 13,440 new jobs between 2010 and 2030 within Springfield’s Urban Growth Boundary (UGB) by bringing new land into the UGB to provide Employment Opportunity Areas and by adopting plan designations, policies and implementation actions to support infill, redevelopment, mixed-use zoning and the growth of home-based employment occurring in non-employment zones, as identified in the Springfield Economic Opportunities Analysis. (Data source: Economic Opportunities Analysis 2009)</p>	
<p>Implementation Strategy</p>	<p>1.1</p>	<p>Amend the UGB, Metro Plan diagram and text to add 640<sup>4</sup> acres of suitable “Employment Opportunity Areas (EOA)” to provide land for employers requiring sites larger than 20 acres and preserve the suitable sites for future development by creating and applying an “Urban Holding Area - Employment Opportunity Area” (UHA – EOA) designation and overlay zone to the sites as</p>

<sup>4</sup> Exact number of acres to be determined through the public process leading up to adoption of this draft policy.

		described in the Urbanization Element and Springfield Development Code. (Data source: Economic Opportunities Analysis 2009)
Implementation Strategy	1.2	Designate an adequate supply of land that is planned and zoned to provide sites of varying locations, configurations, size and characteristics as identified and described in the Economic Opportunity Analysis to accommodate industrial and other employment over the planning period. These sites may include vacant undeveloped land; partially developed sites with potential for additional development through infill development; and sites with redevelopment potential.
Implementation Strategy	1.3	Continue to conduct focused neighborhood, district, and corridor refinement planning processes that engage the community to identify sites with potential for infill and redevelopment; and work collaboratively to update planning and zoning to support job creation and more efficient land use.
Implementation Strategy	1.4	Conduct a comprehensive review of Springfield 's industrial and commercial land use plan designations and zoning districts (SDC 3.2-305 and 3.2-405) and schedule of use categories (SDC 3.2-310 and 3.2-410) to identify potential updates that may be better aligned with the land, real estate and development requirements of modern industry and commerce to ensure that Springfield has sites and conditions favorable for industry and commerce to operate efficiently.
Policy E.2		Establish minimum parcel sizes within the "Urban Holding Area - Employment Opportunity Areas" (UHA – EOA) of 20 acres or larger <sup>5</sup> to reserve suitable large parcels. (Data source: Economic Opportunities Analysis 2009)
Policy E.3		Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout Springfield and its Urban Growth Boundary that are designated for employment use are preserved for future employment needs and are not subdivided or used for non-employment uses.
Policy E.4		Expand industrial site opportunities through evaluating and rezoning commercial, residential, and industrial land for the best economic return for the community through the process of Periodic Review of the Metro Plan, refinement plans, master plans, expanding the urban growth boundary, and other means.
Implementation Strategy	4.1	Consider updating the Development Code to create more zoning flexibility to allow development of industrial or business parks to provide opportunities for development of business clusters for related or complementary businesses.
Implementation Strategy	4.2	Establish an "Employment Mixed-Use" plan designation to allow secondary supporting land uses in walkable employment centers served by multiple modes of transportation to support the goals of compact urban development.
Implementation Strategy	4.3	Prepare or update refinement, corridor and district plans to create more opportunities for mixed land uses. Prioritize planning for mixed-used development that includes retail, office commercial, and multifamily housing in downtown, Glenwood, along the Main Street corridor and along the

<sup>5</sup> Exact minimum parcel size(s) to be determined through the public process leading up to adoption of this draft policy and may vary from 20 to 50 acres.

		Downtown to Gateway transit corridor.
Implementation Strategy	4.4	Continue to support policies and develop implementation tools to encourage economically feasible mixed-use development and nodal development in Springfield's downtown, Glenwood, and in mixed-use nodes identified in TransPlan or in locations identified through the refinement planning process.
Implementation Strategy	4.5	Encourage co-location of residential and commercial uses in existing buildings by developing resources to make available financial assistance for necessary building upgrades to meet requirements in the building code, such as improvements to meet seismic standards.
Implementation Strategy	4.6	Increase opportunities for siting employment centers where they can be efficiently served by multiple modes of transportation.
Policy E.5		Provide an adequate, competitive short-term supply of suitable land to respond to economic development opportunities as they arise. "Short-term supply" means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.
Implementation Strategy	5.1	Continue to add to the City's short-term supply of land through provision of urban services as resources become available and through annexation and other agreements as described in the Urbanization Element and Springfield Development Code.
Policy E.6		Facilitate short term and long term redevelopment activity and increased efficiency of land use through the urban renewal program, updates to refinement plans and the development review process.
Policy E.7		Where possible, concentrate development on sites with existing infrastructure or on sites where infrastructure can be provided relatively easily and at a comparatively low cost.
Policy E.8		Continue implementing the Downtown District Plan and Implementation Strategy adopted in 2010 to guide revitalization and redevelopment in downtown as resources are available.
Implementation Strategy	8.1	Encourage employers to locate in downtown Springfield, when appropriate.
Implementation Strategy	8.2	Consider amendments to the Downtown Refinement Plan and Downtown Mixed Use Zone to create new capacity and support for downtown employment uses that use land more efficiently and minimizes the costs of providing infrastructure.
Implementation Strategy	8.3	Consider amendments to infrastructure plans to include the infrastructure and services that businesses need to operate in downtown Springfield.
Implementation Strategy	8.4	Develop programs to promote investments in existing buildings to make downtown more attractive, (e.g. the Urban Renewal and Main Street programs).
Implementation Strategy	8.5	Develop a marketing strategy to attract businesses to downtown Springfield, including ways to make available low-cost assistance for businesses moving to downtown.
Implementation	8.6	Continue to partner with TEAM Springfield partners to identify and

Strategy		implement short term and long term actions to revitalize downtown.
Implementation Strategy	8.7	Collaborate with Springfield Utility Board and other service providers to minimize cost of upgrading and modernizing downtown infrastructure.
Implementation Strategy	8.8	Continue to leverage and expand Downtown Springfield as the City’s civic and government center by promoting, investing and seeking opportunities to locate new federal, state and local civic buildings in Downtown or, — if Downtown sites are not readily available — in locations with excellent transit connections to or through Downtown.
Policy E.9		Encourage and facilitate redevelopment of Glenwood as a mixed use housing, employment and commercial center.
Implementation Strategy	9.1	Continue to support redevelopment of sites in Glenwood through planning, key investments, innovative development standards, and focused activity through the Springfield Economic Development Agency (SEDA), the Glenwood Urban Renewal Plan, the Glenwood Refinement Plan and the Glenwood Riverfront Plan Mixed-Use Plan District.
Implementation Strategy	9.2	Provide the public infrastructure and services necessary for development in Glenwood, as funds allow.
Implementation Strategy	9.3	Coordinate economic development in Glenwood with regional and State economic development efforts.
Implementation Strategy	9.4	Assist economic development in Glenwood through techniques such as optioning land, land assembly, and cooperative development agreements to assist developers with land assembly issues.
Implementation Strategy	9.5	Recruit anchor institutions, such as academic and health care institutions to locate in Springfield. Recruit to establish a University of Oregon anchor land use in Glenwood to stimulate private investment in redevelopment of vacant or neglected sites.
Implementation Strategy	9.6	Implement the Glenwood Riverfront District/Franklin Corridor District Plan and Phase One plan amendments adopted in 2012.
Policy E.10		Continue to provide public policy and financial support when possible for redevelopment in Springfield. Through the annual Goal-setting process, the City Council shall identify redevelopment target areas.
Implementation Strategy	10.1	Continue to conduct focused refinement planning in key redevelopment areas, as directed by the City Council, and as resources are available.
Implementation Strategy	10.2	Future refinement planning processes shall identify opportunity sites with the greatest potential for redevelopment and shall consider and acknowledge economic analyses to evaluate market potential and feasibility.
Implementation Strategy	10.3	When preparing or amending refinement plans, work with neighborhood groups to identify needs and opportunities for creating neighborhood mixed use centers near schools and parks to encourage development of neighborhood-serving “corner store” scale retail, small office or live-work units in or adjacent to residential areas. Consider establishing a Neighborhood Commercial Mixed Use designation, overlay or zone.
Implementation Strategy	10.4	Designate a Neighborhood Mixed Use center in Jasper Natron within one half mile of the future school/park sites.
Implementation	10.5	Encourage opportunities for employment close to residences, including

Strategy		mixed-use development.
Implementation Strategy	10.6	Establish an Employment Mixed-Use plan designation that could be applied to land along the existing and proposed future high capacity transit corridors and in Nodal Development areas.
<b>Goal EG-2</b>	<b>Support attainment of the Regional Prosperity Economic Development Plan<sup>66</sup> goals for creating of new metropolitan area jobs in the chosen economic opportunity areas, increasing the average annual wage and reducing unemployment.</b>	
Policy E.11	Integrate opportunistic economic development objectives into Springfield’s land use and supply analyses and policies.	
Implementation Strategy	11.1	Plan, zone and reserve a sufficient supply of industrial and commercial buildable land to create opportunity sites for employment uses identified in the 2009 Economic Opportunities Analysis (EOA), with an initial emphasis on Target Industries listed in EOA Table S-1, page iii.
Policy E.12	Recruit or support businesses that pay higher than average wages for the region (as reported by the Oregon Employment Department) to diversify and expand Springfield’s economy.	
Implementation Strategy	12.1	Work with other economic development organizations to target and recruit businesses: (1) with above average wages, (2) other benefits such as health insurance, especially for part-time employees, and/or (3) that provide other benefits such as job advancement or ownership opportunities.
Implementation Strategy	12.2	Continue to coordinate with community economic development organizations and local, regional and State economic development agencies to develop a coherent and effective economic development marketing program.
Implementation Strategy	12.3	Work with the State to have one or more sites certified as project-ready through the State’s certified Industrial Lands program.
Implementation Strategy	12.4	Encourage the location and expansion of traded sector industries as a means to increase the average wage and contribute to the growth of the local sector economy.
Implementation Strategy	12.5	Support increased potential for employment in one of the regional industry clusters.
Implementation Strategy	12.6	Support development of convention- and tourism-related economic activities.
<b>Goal EG-3</b>	<b>Strengthen and maintain strong, connected employment centers and economic corridors to support small, medium and large businesses.</b>	
Policy	Advocate for and support State, Federal and Metro regional transportation network	

<sup>66</sup> *Regional Economic Development Plan* — approved by the Springfield, Eugene and Lane County Joint Elected Officials (JEO) in February 2010

E.13	development policies and initiatives that strengthen Springfield’s economic corridor connections and development/redevelopment potential.	
Implementation Strategy	13.1	Take advantage of new commercial and residential development opportunities that will be stimulated by the infrastructure projects identified in the Springfield TSP, such as the Franklin Multi-way Boulevard in Glenwood.
Policy E.14	Leverage and promote Springfield’s Interstate 5 corridor location and visibility.	
Policy E.15	Work with Lane Transit District and Oregon Department of Transportation to ensure that transportation system improvements address the needs of existing commerce while strengthening Springfield’s economic corridor connections and development/redevelopment potential.	
Policy E.16	Consider the economic opportunities provided by transportation corridors and seek to maximize economic uses in corridors that provide the most optimal locations and best exposure for existing and future commercial and industrial uses.	
Implementation Strategy	16.1	Develop a Main Street/Oregon Highway 126 corridor plan to update land use designations, zoning, and development standards; evaluate potential nodal development areas shown in TransPlan; and coordinate with Lane Transit District’s planning for potential transit system improvements.
Implementation Strategy	16.2	Identify future economic corridor or district improvement areas to be targeted with refinement planning (e.g. Downtown to Gateway, Mid-Main to Mohawk, Urban Holding Areas).
Implementation Strategy	16.3	Plan and zone land to maximize utilization of excellent drive-by exposure along Main Street/Highway 126B and Pioneer Parkway as future downtown commercial and employment development sites, as envisioned in the 2010 Downtown District Urban Design Plan.
Policy E.17	Leverage existing rail facilities and future expansion of rail facilities to achieve economic development objectives.	
Implementation Strategy	17.1	Maximize existing and future utilization of the Union Pacific rail line that runs through Downtown — providing freight, Amtrak service and the potential for future commuter rail linking major population and employment centers.
Implementation Strategy	17.2	Continue to support and advocate for a high speed rail connection to our Metro area and promote the advantages of the downtown Springfield station site or other Springfield site, and associated rail service maintenance and park and ride facilities.
Implementation Strategy	17.3	Explore the concept of siting a multimodal rail-bus transportation center in Downtown to support new Springfield commerce as discussed during the 2009-2010 Downtown Planning process.
Implementation Strategy	17.4	Work with railroad industrial land specialist staff and Springfield property owners to conduct an inventory of Springfield’s existing rail facilities and create a list of industrial sites with existing or previous rail service and/or potential for new service, including opportunities to utilize freight rail line connectivity between Springfield and the Coos Bay port.
Implementation Strategy	17.5	Consider how future expansion of rail freight will affect land use and avoid re-zoning industrial land with rail access to non-industrial uses, while allowing some conversion of existing industrial land to other employment

		uses, especially in high visibility areas such as the South A corridor east of Downtown, if uses are compatible with heavy rail impacts.
Policy E.18	Coordinate transportation and land use corridor planning to include design elements that support Springfield’s economic and community development policies and contribute to community diversity and inclusivity.	
Implementation Strategy	18.1	Develop an existing conditions analysis of the corridor that reflects a thorough understanding of relevant community issues and service needs.
Implementation Strategy	18.2	Identify public involvement techniques to increase meaningful participation from traditionally underrepresented groups in the study area.
Implementation Strategy	18.3	Establish preferred design concepts for key intersections along the corridor that integrate vehicle, pedestrian, bicycle and transit needs.
Implementation Strategy	18.4	Conduct corridor planning in a manner that engages representatives of diverse, potentially affected interests, including residents, businesses, service agencies, community organizations and citizens at large to build broad community support.
Implementation Strategy	18.5	Develop and implement an effective and comprehensive public engagement program for each phase of the proposed corridor transportation and land use planning project.
Implementation Strategy	18.6	Investigate design elements that improve streetscape conditions and develop design concepts and treatments for identified improvement areas. Investigate culturally-sensitive design elements that encourage comfortable walking and bicycling among traditionally underrepresented groups.
Implementation Strategy	18.7	Prioritize improvements that would complete local connections to local shopping and service opportunities.
<b>Goal EG-4</b>	<b>Establish, strengthen and maintain viable commercial centers to improve the community’s access to goods and services.</b>	
Policy E.19	In the 2030 Plan diagram and Land Use Element, and future refinement planning, locate regional, community and neighborhood-serving commercial uses to support economically viable centers, enhanced commercial corridors, and walkable neighborhood scale mixed-use centers.	
Policy E.20	Support the revitalization of Downtown and re-establishment of a thriving retail commerce center by planning and zoning land to provide larger size redevelopment sites that fit the needs of modern retailers.	
Policy E.21	Plan and support redevelopment of the Glenwood Franklin Riverfront and Downtown districts to be mutually supportive and seek funding to connect the two districts with a pedestrian/bike bridge.	
Policy E.22	Plan, designate and zone a minimum of 15 <sup>7</sup> acres of land to allow community and neighborhood retail commercial uses in new, existing or expanded mixed use centers/nodes to address the land need for retail described in the Economic Opportunities Analysis; timing shall be coordinated with City-initiated refinement planning processes or through property-owner initiated proposals that are consistent with Springfield 2030 Plan policies.	
Implementation	22.1	Expand the Downtown Refinement Plan boundary and Downtown Mixed Use

<sup>7</sup> Exact number of acres to be determined through the public process leading up to adoption of this draft policy.

Strategy		District to support additional commercial activity and to create a more viable retail commercial center as envisioned in the 2010 Downtown District Urban Design Plan and Implementation Strategy; and engage the Downtown Citizen Advisory Committee, Historic Commission and property owners to ensure that the form, scale and intensity of new development contributes positively to the adjacent Washburne Historic District neighborhood. Consider that 100,000-125,000 square feet of retail is required for a viable retail destination district; 50,000-60,000 square feet is needed for an anchor use, such as a grocery store or theater multiplex; and contemporary retail businesses need wider and less deep space than currently provided by buildings on Main Street.
Implementation Strategy	22.2	Develop a retail strategy and recruitment plan for the Downtown District, as described in the 2010 Downtown District Urban Design Plan and Implementation Strategy.
Implementation Strategy	22.3	Zone land and provide incentives for development around the Mill/Main Street/Island Park future plaza site as described in the 2010 Downtown District Urban Design Plan and Implementation Strategy.
Implementation Strategy	22.4	Create more opportunities for neighborhood commercial mixed-use centers to serve new or underserved neighborhoods.
Implementation Strategy	22.5	Through the Main Street Corridor planning process, engage the community and property owners to evaluate the market need for a full service grocery store in mid-Springfield, identify potential sites, and update zoning as necessary.
Implementation Strategy	22.6	Plan and zone land in the Jasper Natron area to support neighborhood-serving retail uses, with site(s) and number of acres to be determined through the Springfield 2030 Refinement Plan Diagram planning process.
Implementation Strategy	22.7	Continue to provide staff support to encourage and envision redevelopment of the Mohawk Center.
Implementation Strategy	22.8	Work with SEDA to use Urban Renewal tax increment financing to provide development incentives and funds to support redevelopment of Downtown and Glenwood with available funds.
Implementation Strategy	22.9	Through the Main Street Corridor planning process, work with property owners and stakeholders to consider mixed-use zoning east of 10 <sup>th</sup> Street along Main Street.
Policy E.23		Identify and target commercial activities that will generate living-wage employment opportunities and/or meet daily needs of local residents.
Policy E.24		Evaluate and redesignate commercially-designated and zoned sites in locations that lack adequate transportation access and visibility to allow development of more suitable uses.
Implementation Strategy	24.1	Consider a future plan amendment and zone change process to redesignate the 7.37-acre commercial area on South 28 <sup>th</sup> Street to allow expansion of the adjacent industrial district.
Implementation Strategy	24.2	Consider a future plan amendment to redesignate the 7.37-acre commercial area on Thurston Road to Low Density Residential.

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

Implementation Strategy	27.2	Seek and leverage funding for brownfield assessment and clean up as one key tool to assist financing for redevelopment.
<b>Goal EG-5b</b>	<b>Encourage a culture of entrepreneurship and re-investment into the local community.</b>	
<b>Goal EG-5c</b>	<b>Emphasize regional identity by creating a stronger economic personality that celebrates the region’s attributes and values.</b>	
Policy E.28	Increase the potential for employment in the regional industry clusters, including: Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), <b>Local Food and Beverage Production and Distribution</b> , Specialty Agriculture, Wood & Forest Products, and Transportation Equipment.	
Implementation Strategy	28.1	Designate and zone land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.
Implementation Strategy	28.2	Promote development of support service businesses for business clusters, including specialized suppliers for the business cluster, restaurants, financial institutions, child care and other services.
Implementation Strategy	28.3	Promote further development of the health care cluster by examining land-use policies and, if necessary, modifying those policies to promote health care cluster development where the supporting uses are consistent with 2030 Plan policies or when policies are amended through a district or corridor refinement planning process.
Implementation Strategy	28.4	Promote development of high-tech businesses by continuing to target these businesses for recruitment and expansion in Springfield.
Implementation Strategy	28.5	Coordinate development of business clusters with other cities and economic development agencies in the Eugene-Springfield region but emphasize development of the business cluster in Springfield.
<b>Implementation Strategy</b>	<b>28.6</b>	<b>Make Springfield a preferred location for the local food production industry by promoting existing, new and growing start-up businesses.</b>
Policy E.29	Strengthen and grow community partnerships and initiatives that seek to optimize coordination of economic development planning with natural resource, open space and parks planning.	
Implementation Strategy	29.1	Work with Willamalane and property owners to identify and opportunities to integrate parks and recreation facilities (e.g. multi-use paths) and open space amenities as sites are master planned for economic development. <sup>8</sup>
Implementation Strategy	29.2	Work with the community and project partners to identify opportunities to plan, design, build and maintain great public spaces as a means to create economic value and neighborhood vitality, as further described in the Urban Design Element.

<sup>8</sup> Including but not limited to opportunities identified in the most recent Willamalane Comprehensive Plan.

Policy E.30	Plan redevelopment and growth areas in ways that maximize sensitive integration of the built and natural environment and that maintain and contribute to the community's access to Springfield's natural, cultural and recreational assets and amenities.	
Policy E.31	Work with the Springfield Historic Commission to optimize coordination of economic development planning with historic resources planning.	
Implementation Strategy	31.1	Support and champion businesses, entrepreneurs and community groups that preserve and restore historic buildings and sites.
Implementation Strategy	31.2	Encourage and support Springfield Historic Commission programs and activities to educate the public about Springfield's historic resources.
Implementation Strategy	31.3	Encourage and support the integration of historic interpretation elements into public and private economic development activities.
Policy E.32	Support community partnerships and initiatives that seek to grow the creative economy including but not limited to: cultural industry clusters and arts districts; cultural tourism; jobs in film, television, publishing, news media, music, video games, social media, design, advertising, performing and visual arts; and update land use planning and codes to ensure that Springfield has land appropriately zoned to encourage these opportunities.	
Policy E.33	Support and champion arts and culture to enhance economic development by partnering with the Springfield Arts Commission, Library, Museum, School District 19, Travel Lane County and community arts organizations that seek to increase the public's access to the visual, performing, literary, design and architectural arts by building partnerships across sectors, missions and levels of government, leveraging funds from diverse sources and programs.	
Implementation Strategy	33.1	Collaborate and partner with community arts organizations and the private sector on proposals and grant applications for projects that seek to increase and broaden the public's access to the arts.
Implementation Strategy	33.2	Support proposals that seek to establish art districts, events, arts education facilities, studios, performing arts programs, performance spaces, theaters, artist-in-residence programs, artist live-work residences and other initiatives that contribute to the emergence and growth of Springfield's creative economy.
Implementation Strategy	33.3	Explore and consider creating a "Percent for Art" program and/or other means to increase and broaden the public's access to the arts.
Implementation Strategy	33.4	Promote and celebrate Springfield's and the region's creative people who find success elsewhere and find bridges for them to contribute back to our community.
Policy E.34	Partner with local business and economic development organizations to develop and implement an on-going public relations campaign that will promote the region's economic identity and successes, both internally and externally.	
Policy E.35	Increase the potential for convention- and tourist-related economic activities to generate economic activity, especially in the service industries like retail, food services, and accommodations.	

Implementation Strategy	35.1	Assist with conference center development at a suitable site in Springfield with a goal of making it financially independent with self-sustaining operations.
Implementation Strategy	35.2	Encourage development of destination point projects (like the Springfield Museum Interpretive Center, Dorris Ranch Living History Farm and McKenzie River fishing and recreational activities) that draw visitors to the Springfield area from regional, national, and international areas.
Implementation Strategy	35.3	Identify, protect and enhance the factors that are likely to attract visitors to Springfield, especially Springfield’s environmental quality and natural beauty (e.g. a well-designed wayfinding system).
Implementation Strategy	35.4	Promote Springfield’s and the region’s natural and cultural resources to enhance the cultural tourism within the region.
Policy E.36	Promote awareness and advocacy for Springfield’s and the region’s quality of life, that continues to support and attract investment and innovative entrepreneurial talent and builds on our dynamic and diverse economic community.	
Implementation Strategy	36.1	Support NEDCO’s business incubator programs and the Downtown Springfield Main Street Program.
Implementation Strategy	36.2	Nurture and strengthen the diversity, quality and vigor of Springfield’s physical, cultural, and educational environment as a fundamental source of the City’s economic viability by encouraging minority-run businesses and economic entrepreneurship.
Policy E.37	Support sustainable businesses and practices. A sustainable business is any organization that participates in environmentally friendly or green activities to ensure that all processes, products, and manufacturing activities adequately address current environmental concerns while maintaining a profit, or businesses that “meet the needs of the present world without compromising the ability of the future generations to meet their own needs.” <sup>9</sup>	
Implementation Strategy	37.1	Foster a diverse sustainable economy by partnering locally with other organizations to explore opportunities and overcome vulnerabilities, incubate and coordinate projects and facilitate dialogue, action and education within the community.
Implementation Strategy	37.2	Promote and recruit businesses that produce sustainable products, have sustainable business practices, and/or have sustainable manufacturing processes.
Implementation Strategy	37.3	Support land use patterns that provide easy, multi modal transportation options to access services and reduce transportation costs.
Implementation Strategy	37.4	Consider adjusting development fees, prioritizing services or other incentives for development projects to recognize the benefits provided by projects that are certified as sustainable to nationally recognized standards (e.g., LEED buildings) as economically feasible.

<sup>9</sup> United Nations General Assembly (1987) [Report of the World Commission on Environment and Development: Our Common Future](#). Transmitted to the General Assembly as an Annex to document A/42/427 - Development and International Co-operation: Environment

Implementation Strategy	37.5	Consider providing incentives for development that use sustainable building materials or solutions (e.g. using permeable pavement) or use of renewable energy sources (e.g. solar or wind power).
Implementation Strategy	37.6	Consider future agricultural needs and economic opportunities to protect agricultural lands for production of local food when developing policies that will impact agricultural land outside of the Springfield UGB.
<b>Goal EG-5d</b>	<b>Be prepared—Contribute to development of the region’s physical, social, educational, and workforce infrastructure to meet the needs of tomorrow.</b>	
Policy E.38	Strengthen the coordination between infrastructure, planning and investments, land use, and economic development goals to prepare land and physical infrastructure, in a timely fashion, that is necessary to support business development and stimulate quality job creation.	
Policy E.39	Provide adequate infrastructure efficiently and distribute cost fairly.	
Policy E.40	Provide the services, infrastructure, and land needed to attract the identified industry clusters, especially where they can increase economic connectivity among businesses.	
Implementation Strategy	40.1	Coordinate capital improvement planning with land use and transportation planning to coincide with Springfield’s Economic Element.
Implementation Strategy	40.2	Provide the necessary public facilities and services as funds become available to foster economic development.
Implementation Strategy	40.3	Target resources for sites that provide prime opportunities for employment uses as a result of location, site size, or other significant site characteristics.
Implementation Strategy	40.4	Ensure that public private development agreements are in effect prior to financing public improvements to ensure cost recovery.
Implementation Strategy	40.5	Explore alternative funding mechanisms in addition to debt service that provide timely completion of ‘connecting’ public facilities (e.g. an unpaved block of a street or missing sections of sewer line).
Implementation Strategy	40.6	Make efficient use of existing infrastructure by promoting development, infill, re-use, and redevelopment for commercial and industrial uses and develop strategies and incentives to stimulate private investment that is resilient to downturns in the local economy.
Implementation Strategy	40.7	Continue to seek funding opportunities and public-private partnerships to construct key urban infrastructure elements that support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.
Implementation Strategy	40.8	Continue to provide development tools and incentives (such as Urban Renewal support) within targeted priority redevelopment areas as funds become available to facilitate expedient and economically feasible redevelopment.

Implementation Strategy	40.9	Develop and implement systems to monitor the supply of commercial and industrial lands. This includes monitoring commercial and industrial development (through permits) as well as land consumption (e.g. development on vacant, or redevelopable lands).
Implementation Strategy	40.10	Support development of citywide high-speed internet access and other telecommunications infrastructure systems with public and private providers.
Implementation Strategy	40.11	Provide information on infrastructure availability on a site-by-site basis so that developers can readily assess infrastructure availability on any given site.
Implementation Strategy	40.12	Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout Springfield and its Urban Growth Boundary are known, aggregated, ready to develop, and marketed.
Implementation Strategy	40.13	Continue to institute program management and process improvements that remove “silos” between the City’s comprehensive planning, infrastructure planning, capital improvement program, economic and community development, and development review functions to build more collaborative high performance planning and response teams.
Implementation Strategy	40.14	Inventory and evaluate underdeveloped sites and buildings (e.g. “zombie” buildings, brownfields, low-rent and non code-compliant buildings) in an effort to assist business re-locations in a timely fashion.
Implementation Strategy	40.15	Continue to work with property and business owners to support expansion, upgrading and construction of “state-of-the art” business facilities.
Policy E.41	Support the growth and development of existing area businesses to achieve quality job creation.	
Implementation Strategy	41.1	Develop and implement an outreach strategy to determine how Springfield can assist the economic well-being of existing businesses. Opportunities for assistance may range from ensuring availability of on-street parking to providing assistance with the development process to forming public-private partnerships to promote local businesses.
Implementation Strategy	41.2	Encourage and support self-help methods and programs for business districts such as the formation of business associations and special self-assessment districts for parking and economic improvement.
Implementation Strategy	41.3	Pursue special projects and grant applications that provide support to local business and industry.
Implementation Strategy	41.4	Continue a City Council program to recognize, champion and award entrepreneurs and local small business accomplishments.
Policy E.42	Support the growth and development of our region’s work ready workforce and extend the benefits of a strong employment base equitably.	
Implementation Strategy	42.1	Work with local agencies to meet and sustain workforce needs, such as: training and education, job advancement, or local expansion of businesses that increase economic diversity and resiliency.

Implementation Strategy	42.2	Support the efforts of partner agencies to encourage local residents to develop skills and other educational attributes that enable them to obtain existing jobs.
Implementation Strategy	42.3	Offer internships and job shadowing educational opportunities for students to get involved in local government.
Implementation Strategy	42.4	Participate in regional efforts to support statewide and/or national workforce development strategic initiatives, such as the “Work Ready Communities” and “National Career Readiness” certification programs.
Implementation Strategy	42.5	Participate in and support efforts to provide appropriate training programs for portions of the resident population that have not benefitted in the past.
Policy E.43		Promote and build on the region’s transportation, distribution and logistics advantages.
<b>Goal E-5e</b>		<b>Local Resilience— Support businesses and entrepreneurs that lead the city and region to greater economic independence, innovation, and growth of the traded sector economies.</b>
Policy E.44		Expand the City’s partnerships with the University of Oregon, Lane Community College, Oregon State University and other education institutions to support the development of education and research facilities and programs into Springfield, to bring new technologies and innovations to market, and to promote sustainable practices.
Policy E.44		Encourage the formation and expansion of creative and technology based ventures by zoning land to allow for well configured and flexible incubator spaces.
Policy E.45		Consider amendments to regulations that will increase predictability and flexibility for industrial site redevelopment and expansion.
Implementation Strategy	45.1	Consider establishing a new general “Industrial” plan designation to support several different kinds of industrial development
Implementation Strategy	45.2	Consider establishing a new “Employment” plan designation and zone that allows a broader array of general industrial uses and develop updated buffering standards.
<b>Goal E-6</b>		<b>Encourage and facilitate community and stakeholder collaboration.</b>
Policy E.46		Identify and include key stakeholder partners in planning efforts to encourage and facilitate redevelopment through public-private partnerships.
<b>Goal E-7</b>		<b>Make development decisions predictable, fair and cost-effective.</b>
Policy E.47		Enhance, maintain and market Springfield’s reputation for: rapid processing of permits and applications, maintaining City agreements and commitments, and providing developers with certainty and flexibility in the development process.

Implementation Strategy	47.1	Continually improve development permitting processes to remove regulatory impediments to redevelopment as practical, provide efficient streamlining of permitting processes, create incentives for redevelopment, and provide flexible design standards (clear and objective track plus discretionary track) to build on the community’s strong reputation as a friendly, welcoming and business-friendly city.
Implementation Strategy	47.2	Develop business practices and tools to facilitate and streamline owner-initiated annexations in Glenwood and elsewhere.
Implementation Strategy	47.3	Streamline the regulatory processes to assist with site selection and development that meet market needs.

DRAFT

**FINDINGS:**

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

**3. Table 1. Summary of input from the Springfield Economic Development Workshop**

Category	Issues and themes
Jobs and the economy	Attract businesses that provide stable, living or family wage jobs that provide benefits  Recruit businesses that provide green or sustainable products  Lower the costs of doing business in the City, such as system development charges and permitting fees  Attract businesses to the City through the use of enterprise zones
Sustainability and the environment	Balance environmental protection and greenfield development  Encourage green building practices for new development  Capitalize on opportunities to increase walkability and bicycling
Land use and zoning	Balance the use of developing green-fields with redeveloping existing land and emphasizing infill

Category	Issues and themes
	<p>Encourage more efficient land uses, including higher density development where appropriate</p> <p>Promote nodal development and mixed-use development, especially in downtown</p> <p>Provide opportunities for high quality development along the riverfront</p> <p>Reevaluate allowable uses, especially near schools</p> <p>Consider parking and transportation needs when planning for new uses, especially in downtown</p>
Redevelopment	<p>Focus on redevelopment in downtown and Glenwood.</p> <p>Revitalize downtown through redevelopment and rehabilitation of old buildings</p> <p>Promote re-use of vacant buildings in downtown</p> <p>Keep a historical perspective when considering redevelopment</p>

Source: Springfield economic development workshops, May 20, 2008 and July 31, 2008

4. Economic development objectives and strategies that encourage transition to a greener economy can help strengthen the local economy by driving demand for locally provided products and services that conserve energy and reduce emissions. The need for research, design, development, manufacture and retrofit of cleaner, more energy efficient and more sustainable alternatives presents major economic opportunities.
5. Oregon is home to some of the nation’s leading developers, builders, architects, engineers and product manufacturers in the green building industry. These businesses spread economic benefits to the community by creating “green collar” jobs — skilled and semi-skilled, well-paying jobs that contribute directly to preserving or enhancing environmental quality. For example, Oregon’s rapidly growing clean energy sector is showing strong demand for trained workers, including solar installers and wind turbine technicians.
6. Efforts to retrofit buildings for energy performance, develop the next generation of biofuels, design new ways to package goods and meet countless other needs with more sustainable practices will create many new jobs.
7. A shift away from fossil fuels such as coal, petroleum and natural gas will add substantial indirect economic benefits. By redirecting energy dollars to pay for efficiency improvements and non-fossil fuel energy, businesses and residents will spend more money locally, expanding markets for locally produced products and services.

8. Springfield supports the establishment of a critical mass of clean energy firms, such as wind developers, photovoltaic manufacturers, biodiesel producers and energy efficiency consultants in our region.
9. Land use policies that foster higher density development and redevelopment along transit corridors and mixed use compact development patterns will allow more residents to meet their daily needs without driving and to reduce household transportation costs. A more substantial portion of those saved dollars can be spent in the local economy where they have economic multiplier effects.
10. With Springfield's and the region's workforce expected to grow, the need for job growth will become even more pressing. Given the role that location of employment plays in where people live and how much they drive, weak job growth in the city will drive demand for additional infrastructure spending, increase transportation costs for Springfield residents and undermine regional efforts in land use and climate action.
11. To affect economic development, any policy or action must affect a factor of production that influence business locations and job growth. In brief, the factors that have the most impact on business locations and job growth are:
  - Labor
  - Land
  - Local Infrastructure
  - Access to markets and materials
  - Agglomerative economies (clusters)
  - Quality of life
  - Entrepreneurship
12. The supply, cost, and quality of any of these factors are dependent upon national and global market forces that local government has no influence over. But they also depend on public policy, which can generally affect these factors of production through:
  - Planning
  - Regulation
  - Provision of public services
  - Taxes

- Incentives

13. The location decisions of businesses are primarily based on the availability and cost of labor, transportation, raw materials, and capital. The availability and cost of these production factors are usually similar within a region. Most economic development strategies available to local governments only indirectly affect the cost and quality of these primary location factors.

14. Local governments can most directly affect tax rates (within the bounds of Measures 5 and 50), the cost to businesses and quality of public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development are modest. Thus, most of the strategies available to local governments have only a modest affect on the level and type of economic development in the community.

15. Local governments in Oregon also play a central role in the provision of buildable land through inclusion in the Urban Growth Boundary, plan designation, zoning, and provision of public services. Obviously, businesses need buildable land to locate or expand in a community. Providing buildable land alone is not sufficient to guarantee economic development in a community—market conditions must create demand for this land, and local factors of production must be favorable for business activity. The provision of buildable land is one of the most direct ways that the City of Springfield can affect the level and type of economic development in the community.

16. Table 2. Range of potential economic development strategies.

Category/Policy	Description
<b>Land Use</b>	<b>Policies regarding the amount and location of available land and allowed uses.</b>
Provide adequate supply of land	Provide an adequate supply of development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Springfield.
Increase the efficiency of the permitting process and development codes and land use plans that are clear and concise. simplify city land-use policies	Take actions to reduce costs and time for development permits. Adopt
<b>Public Services</b>	<b>Policies regarding the level and quality of public and private infrastructure and services.</b>
Provide adequate infrastructure to support employment growth	Provide adequate public services (i.e. roads, transportation, water, and sewer) and take action to assure adequate private utilities (i.e. electricity and communications) are provided to existing businesses and development sites.
Focused public investment	Provide public and private infrastructure to identified development or redevelopment sites.

<b>Category/Policy</b>	<b>Description</b>
Communications infrastructure	Actions to provide high-speed communication infrastructure, such as developing a local fiber optic network.
<b>Business Assistance</b>	<b>Policies to assist existing businesses and attract new businesses.</b>
Business retention and growth	Targeted assistance to businesses facing financial difficulty or thinking of moving out of the community. Assistance would vary depending on a given business' problems and could range from business loans to upgrades in infrastructure to assistance in finding a new location within the community.
Recruitment and marketing	Establish a program to market the community as a location for business in general, and target relocating firms to diversify and strengthen the local economy. Take steps to provide readily available development sites, an efficient permitting process, well-trained workforce, and perception of high quality of life.
Development districts (enterprise zones, renewal districts, etc.)	Establish districts with tax abatements, loans, assist with infrastructure, reduced regulation, or other incentives available to businesses in the district that meet specified criteria and help achieve community goals.
Business clusters	Help develop business clusters through business recruitment and business retention policies. Encourage siting of businesses to provide shared services to the business clusters, including retail and commercial services.
Public/private partnerships	Make public land or facilities available, public lease commitment in proposed development, provide parking, and other support services.
Financial assistance	Tax abatement, waivers, loans, grants, and financing for firms meeting specified criteria. Can be targeted as desired to support goal such as recruitment, retention, expansion, family-wage jobs, or sustainable industry.
Business incubators	Help develop low-cost space for use by new and expanding firms with shared office services, access to equipment, networking opportunities, and business development information. Designate land for live-work opportunities.
Mentoring and advice	Provide low-cost mentors and advice for local small businesses in the area of management, marketing, accounting, financing, and other business skills.
Export promotion	Assist businesses in identifying and expanding into new products and export markets; represent local firms at trade shows and missions.
<b>Workforce</b>	<b>Policies to improve the quality of the workforce available to local firms.</b>
Job training	Create opportunities for training in general or implement training programs for specific jobs or specific population groups (i.e. dislocated workers).
Job access	Provide transit/shuttle service to bring workers to job sites.
Jobs/housing balance	Make land available for a variety of low-cost housing types for lower income households, ranging from single-family housing types to multifamily housing.
<b>Other</b>	

Category/Policy	Description
Regional collaboration	Coordinate economic development efforts with the County, the State, and local jurisdictions, utilities, and agencies so that clear and consistent policies are developed.
Quality of life	Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.

Source: ECONorthwest.

17. According to Oregon Prospector, there are only nine sites in the Southern Willamette Valley with the following characteristics: 20 acres or larger, Project Certified, and within about five miles of I-5. The following counties have sites that match these characteristics: three sites in Marion County, one site in Benton County, two sites in Linn County, no sites in Lane County, and three sites in Douglas County. There are comparatively few large sites relatively near to I-5 available for development in the Southern Willamette Valley and no sites with these characteristics in the Eugene-Springfield area.
18. “Short-term supply” means suitable land that is ready for construction usually within one year of an application for a building permit or request for service extension. “Competitive Short-term Supply” means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.
19. Continued emphasis on investments in transit, infrastructure, housing and social service at the expense of economic development will not grow the local economy. Job growth requires explicit investments in retaining and growing firms, training workers, funding innovation and developing catalytic projects.
20. Springfield does not possess the resources to compete unsystematically in the global economy. A city of Springfield’s size and attributes must be selective in how it competes for new business growth; limited economic development resources must be deployed in a manner that builds on the city’s undeniable strengths.
21. Springfield has more than 20 brownfield sites that will require clean-up before the sites can be redeveloped. Springfield has about 20 to 50 more sites that may be brownfields if the sites were available for redevelopment.
22. The site needs analysis in Springfield’s Economic Opportunities Analysis Chapter 4 identifies site needs in five types of buildings: warehousing and distribution, general industrial, office, retail, and other services. The characteristics of needed sites for each of these building types are described below. All sites will need access to electricity, phone, and high-speed telecommunications.

## Site Needs

### WAREHOUSING AND DISTRIBUTION

The site needs analysis (Economic Opportunities Analysis Table 4-4) identified a need for six sites larger than five acres for warehousing and distribution. Based on the analysis of land supply and site needs in Table 5-1, Springfield will need one site for warehousing and distribution over the 2010-2030 period.

- **Site size.** Springfield will need one site between 35 and 50 acres.
- **Street access.** Warehousing and distribution sites should be located on an arterial street within ½ mile of an Interstate 5 interchange. The freight traffic from the site should not be routed through residential neighborhoods.
- **Topography.** Warehousing and distribution sites should be relatively flat with slopes of 5% or less.
- **Access to services.** City services should be accessible to the site, including sanitary sewer, and municipal water.
- **Land ownership.** Sites with a maximum of two owners to minimize the cost and uncertainties of land assembly.
- **Surrounding land uses.** The warehousing and distribution site should be abut compatible uses, such as industrial, business park or commercial uses. The site should not abut urban residential, school or park uses.

#### **General Industrial**

The site needs analysis (Table 4-4) identified a need for 17 sites larger than five acres for general industrial uses. Based on the analysis of land supply and site needs in Table 5-1, Springfield will need five sites 20 acres and larger for general industrial over the 2010-2030 period. Industrial sites may be used for one firm or may be used for an industrial park, to provide space for multiple, smaller firms.

- **Site size.** Springfield will need five sites 20 acres and larger for general industrial use.
  - Springfield will need two sites of approximately 35 to 50 acres each.
  - Springfield will need two sites in the 80-120 acre range and one site in the 150-250 acre range.
- **Street access.** Industrial sites should be located on an arterial street that provides access to an Interstate 5 or highway 126 interchange. Sites should be no more than one mile

from an interchange. The freight traffic from industrial sites should not be routed through residential neighborhoods.

- **Rail access.** Some industrial uses may benefit from rail access, especially businesses that ship bulky, inexpensive items over long distances. Access to a rail line, or the possibility of developing a rail spur, is an advantage for some businesses.
- **Topography.** Industrial sites should be relatively flat with slopes of not more than 10% slope.
- **Access to services.** City services should be accessible to the site, including sanitary sewer, and municipal water during the 20-year planning period.
- **Land ownership.** Sites with a single owner are strongly preferred, to reduce the cost of land assembly.
- **Surrounding land uses.** General industrial sites should abut compatible uses, such as other industrial uses, warehousing and distribution, business parks or commercial uses. The site should not abut urban residential, school or park uses.

### Office

The site needs analysis (Table 4-4) identified a need for six sites larger than five acres for office uses. Based on the analysis of land supply and site needs in Table 5-1, Springfield will need six sites 20 acres and larger for office over the 2010-2030 period. These larger office sites could have a variety of development types: a campus site for a large business, a business park, a mixed office and light industrial park, or other groupings of office buildings.

- **Site size.** Springfield will need five sites 5 to 20 acres and one site 20 and 50 acres for office uses.
  - Springfield will need five sites of approximately 10 to 15 acres each.
  - Springfield will need one site of approximately 30 to 40 acres. This site should be dedicated to an office park.
- **Street access.** Office sites should be located on an arterial or major collector streets. Traffic from office sites should not be routed through residential neighborhoods.
- **Topography.** Office sites should be relatively flat slopes of not more than 15%e.
- **Access to services.** City services should be accessible to the site, including sanitary sewer, and municipal water during the 20-year planning period.

- **Land ownership.** Sites with a two or fewer owners are necessary to reduce the cost and uncertainty of land assembly.
- **Surrounding land uses.** Office uses are compatible with light industrial uses, retail, other services, or high-density residential uses.

### **Retail**

The site needs analysis (Table 4-4) identified a need for four sites larger than five acres for retail uses. Based on the analysis of land supply and site needs in Table 5-1, Springfield will need one site 20 to 50 acres for retail use over the 2010-2030 period. This site is expected to provide opportunities for large-scale retail development for multiple retail businesses (i.e., a community shopping center).

- **Site size.** Springfield will need one site of approximately 10 to 15 acres for a community shopping center.
- **Street access.** The retail site should be located on an arterial or major collector street. Traffic from the site should not be routed through residential neighborhoods.
- **Topography.** The retail site should be relatively flat with slopes no greater than 10%.
- **Access to services.** City services should be accessible to the site, including sanitary sewer, and municipal water during the 20-year planning period.
- **Land ownership.** Sites with not more than two ownerships are necessary to reduce the cost and uncertainty of land assembly.
- **Surrounding land uses.** Retail uses are compatible with office, other services, industrial, business park, or high-density residential uses.
- **Visibility.** The retail site must be highly visible from arterial streets or Interstate 5.

### **Other Services**

The site needs analysis (Table 4-4) identified a need for five sites larger than five acres for other services. Based on the analysis of land supply and site needs in Table 5-1, Springfield will need four sites 20 to 50 acres for other services over the 2010-2030 period. These sites are expected to provide opportunities for a wide range of service uses, such as medical services, government facilities, and education.

- **Site size.** Springfield will need four sites of approximately 10 to 15 acres each.
- **Street access.** Other service sites should be located on an arterial or major collector streets. Traffic from the sites should not be routed through residential neighborhoods.
- **Topography.** The sites should be relatively flat with slopes of 15% or less.

- **Access to services.** City services should be accessible to the site, including sanitary sewer, and municipal water over the 20-year planning period.
  - **Land ownership.** Sites with two or fewer owners are necessary to reduce the cost and uncertainty of land assembly.
  - **Surrounding land uses.** Other service sites uses may be compatible with office, retail, industrial, business park, or high-density residential uses.
23. The economic opportunities analysis has implications for Springfield’s economic land needs:

*Economic growth.* Decision makers and community members that participated in the economic opportunities analysis agreed that economic growth is desirable over the planning period. The employment forecast indicates Springfield will add 13,440 new employees between 2010 and 2030 using the OAR 660-024-0040(8)(a)(ii) methodology. The economic opportunities analysis assumes that Springfield will have employment growth in a wide variety of businesses, from services and retail for residents to industrial development to medical services. The City wants to diversify its economy and attract higher wage and professional jobs.

*Buildable lands.* Springfield has 3,415 acres that are designated for industrial and other employment use. About two-thirds of the land designated for employment within Springfield’s UGB is considered developed and is not expected to redevelop over the 20 year planning period. Less than 15% of this land is buildable, unconstrained land. The majority of buildable, unconstrained employment land in Springfield has existing development on it that is expected to redevelop over the planning period. Springfield has a lack of buildable large sites, with one buildable site 20 acres and larger and 23 buildable sites in the five to 20 acre size range.

*Employment that will not require vacant land.* Springfield assumed that 53% of employment would not require vacant employment land. Springfield’s assumptions about employment that will not require vacant land are as follows:

Fourteen percent of employment (1,918 employees) will locate in non-employment designations. These employees will include people with home occupations, working from home, and businesses that locate in residential or other non-employment designations. This assumption is based on the percent of employment located in non-employment designations in 2006. See Appendix C and Table C-7 for more information about this assumption.

Ten percent of new employment (1,344 employees) will locate in existing built space. See Appendix C and Table C-7 for more information about this assumption.

- Twenty-seven percent of new employment (3,669 employees) will locate on redevelopable sites. Table 5-1 shows that Springfield assumes 187 industrial sites and 340 commercial and mixed use sites will redevelop over the planning period. The estimate of employment on these sites was based on the average number of employees per site by site size in 2006. See Chapter 2 for more information about redevelopment assumptions.

*Redevelopment potential.* The analysis of redevelopment potential and need for employment land assumes that Springfield will have substantial redevelopment over the planning period. Consistent with City Council policies, the areas that are expected to have the most redevelopment are in Glenwood, especially along the Willamette Riverfront and Franklin/McVay corridor, and in the Downtown Urban Renewal District. All land deficiencies for sites smaller than five acres are expected to be addressed through redevelopment of existing sites. The majority of retail land needs are expected to be addressed through redevelopment.

The City will need to make strategic investments that support redevelopment and to continue supporting redevelopment through City plans and policies. For example, redevelopment in the City's targeted Downtown and Glenwood areas will require substantial investments in public infrastructure to provide public facilities and remove the existing impediments to development.

*Need for large sites.* Springfield will be able to meet employment land needs on sites five acres and smaller within the existing UGB, through redevelopment, infill development, and employment uses on non-employment land (e.g., home occupations). The employment land needs that may not be met within the UGB are for sites five acres and larger. The City only one buildable site 20 acres or larger.

Availability of sites 20 acres and larger is important for attracting or growing large businesses, which are often traded-sector businesses. If the City does not have these large sites, there is little chance that the City will attract these types of businesses. While it may not be clear exactly what the business opportunities may be in ten to twenty years, it is clear that these businesses will not locate in Springfield if land is not available for development. For example, in the past twenty years, most of the Gateway area developed. The area has a mix of uses

including a regional mall, apartments, offices, and more recently, the PeaceHealth Campus. Twenty-years ago it would have seemed highly unlikely that PeaceHealth would build their new facility in Springfield. If the City had not had desirable, serviceable land available, PeaceHealth would probably not have located their new facility in Springfield.

*Short-term land supply.* Based on the Goal 9 definition of short-term land supply and criteria for “engineering feasibility,” the majority of buildable land within the Springfield UGB is part of the short-term land supply, assuming that funding is available to extend services. The Goal 9 rule does not account for land availability, such as whether the landowner is willing to sell it or the owner is willing to redevelop it. The Goal 9 rule also does not account for different site characteristics, such as site size. As a result, developers may have difficulty finding developable land with specific site characteristics, such as large highway access.

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