ORDINANCE NO. 6316 (General)

AN ORDINANCE COMPLYING WITH LAND USE BOARD OF APPEALS (LUBA) REMAND (2012-077/078/079) BY INCORPORATING SUPPLEMENTAL FINDINGS INTO THE RECORD OF SPRINGFIELD FILE NUMBERS TYP411-00005, TYP411-00007, AND TYP311-00001 AND LANE COUNTY FILE NUMBER PA 11-5489, AND AMENDING THE GLENWOOD REFINEMENT PLAN DIAGRAM AND TEXT, THE SPRINGFIELD ZONING MAP, AND THE SPRINGFIELD DEVELOPMENT CODE, AND INCORPORATING ADDITIONAL FINDINGS IN ORDER TO CHANGE THE LAND USE DESIGNATION AND ZONING OF 14.29 ACRES OF LAND FROM EMPLOYMENT MIXED-USE TO COMMERCIAL MIXED-USE, AND ADOPTING A SEVERABILITY CLAUSE.

THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, Glenwood Phase I was adopted by Springfield on June 18, 2012 (Ordinance No. 6279) and by Lane County on September 5, 2012 (Ordinance No. PA1288 and Ordinance No. 3-12); and

WHEREAS, Shamrock Homes, LLC filed a Notice of Intent to Appeal Springfield Ordinances 6279 and Lane County Ordinances PA12888, and 3-12 on September 28, 2012; and

WHEREAS, LUBA rendered their decision (LUBA 2012/077/078/079) on July 12, 2013; and

WHEREAS, LUBA's decision required the City take additional action with regards to Goal 9 (Economic Development); Goal 10 (Housing); Goal 12 (Transportation); and Goal 15 (Willamette River Greenway); and

WHEREAS, timely and sufficient notice of the public hearings regarding the LUBA Remand pursuant to Glenwood Phase 1, has been provided in accordance with SDC Section 5.2-115; and

WHEREAS, Springfield Development Code Section 5.6-100 sets forth procedures for the amendment of the Glenwood Refinement Plan diagram and text and the SDC; and

WHEREAS, the Springfield File Numbers TYP411-0005 (Glenwood Refinement Plan diagram and text amendments) and TYP 411-00007 (Springfield Development Code amendments) and Lane County File Number PA 11-5489 contain supplemental findings and studies regarding Goals 9, 10, 12 and 15 that address the LUBA Remand; and

WHEREAS, Shamrock Homes, LLC presented public testimony on November 18, 2013 indicating that it believed the Glenwood Refinement Plan diagram and text amendments to address the LUBA Remand were insufficient, and Shamrock Homes, LLC requested additional changes to Assessor's Maps and Tax Lots 18-03-03-11 01401, 17-03-34-440 3300, and 17-03-34-44 00301.

WHEREAS, based on Shamrock Homes, LLC public testimony, the Springfield File Numbers TYP411-00005 (Glenwood Refinement Plan diagram and text amendments), TYP311-00001 (Springfield Zoning Map amendments,) and TYP 411-00007 (Springfield Development Code amendments) and Lane County File Number PA 11-5489 contain additional findings in order to change the land use designation and zoning of 14.29 acres of land from Employment Mixed-Use to Commercial Mixed-Use; and

WHEREAS, Springfield Development Code Section 5.22-100 sets forth procedures for the amendment of the Springfield Zoning Map; and

WHEREAS, the public hearings listed below were limited to address only the issues contained in the LUBA Remand and the land use designation and zone change of 14.29 acres from Employment Mixed-Use to Commercial Mixed-Use regarding Glenwood Phase I; and

WHEREAS, on October 15, 2013, the Springfield Planning Commission held a work session and public hearing regarding the LUBA Remand and the criteria of approval, findings and recommendations as set forth in Exhibit A, together with the testimony and submittals of those persons testifying at the public hearing or in writing are part of the public record, and the Springfield Planning Commission voted 6 to 0, with one absent to recommend adoption of Glenwood Phase 1 LUBA Remand to the Springfield City Council and the Lane County Board of Commissioners; and

WHEREAS, on October 17, 2013, the Springfield City Council and the Lane County Board of Commissioners held a work session on the LUBA Remand; and

WHEREAS, on October 29, 2013, the Lane County Board of Commissioners held a first reading on the LUBA Remand; and

WHEREAS, on November 18, 2013, the Springfield City Council held a first reading and the Lane County Board of Commissioners held a second reading on the LUBA Remand and joint public hearing; and

WHEREAS, on December 2, 2013, the Springfield City Council held a second reading and the Lane County Board of Commissioners held a third reading on the Glenwood Phase 1 LUBA Remand; and

WHEREAS, on January 28, 2014, the Lane County Board of Commissioners held a fourth reading on the Glenwood Phase I LUBA Remand; and

WHEREAS, on February 25, 2014, the Lane County Board of Commissioners held a fifth reading on the Glenwood Phase I LUBA Remand; and

WHEREAS, on April 1, 2014, the Springfield City Council held a third reading and the Lane County Board of Commissioners held a sixth reading on the Glenwood Phase 1 LUBA Remand and the land use designation and zone change of 14.29 acres from Employment Mixed-Use to Commercial Mixed-Use; and

WHEREAS, on April 7, 2014, the Springfield City Council held a fourth reading and substantial evidence exists within the public record as set forth in Exhibit A, together with the testimony and submittals of those persons testifying at the public hearing or in writing that has been considered and are part of the public record, and the Springfield City Council is now ready to take action on the LUBA Remand.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

SECTION 1: The above findings and the findings set forth in Exhibit A and incorporated herein are hereby adopted.

SECTION 2: The previously adopted Glenwood Refinement Plan Diagram (Ordinance No. 6279) as set forth in Exhibit B is hereby readopted in its entirety and further amended designating 33.26 acres from Residential Mixed-Use to Residential Mixed-Use/Multimodal Mixed-Use Area, 14.58 acres from Commercial Mixed-Use to Commercial Mixed-Use/Multimodal Mixed-Use Area, 46.33 acres from Office Mixed-Use to Office Mixed-Use/Multimodal Mixed-Use Area, and 173.11 acres from Employment Mixed-Use to Employment Mixed-Use/Multimodal Mixed-Use Area in Glenwood Phase I and designating 14.29 acres from Employment Mixed-Use/Multimodal to Commercial Mixed-Use/Multimodal; and the previously adopted Glenwood Refinement Plan, Phase I text (Ordinance No. 6279) is hereby readopted in its entirety and further amended by amending text, development policies and implementation strategies in portions of the Land Use and Open Space Chapters for Glenwood Phase I; and amending the findings for TYP411-00005.

SECTION 3: The previously adopted Springfield Zoning Map (Ordinance No. 6279) as set forth in Exhibit B is hereby readopted in its entirety and further amended rezoning 14.29 acres from Employment Mixed-Use to Commercial Mixed-Use; and amending the findings for TYP311-00001.

SECTION 4: The Springfield Development Code as set forth in Exhibit C is hereby amended by amending Section 3.4-245; amending Section 3.5-280; amending Section 4.3-115; amending Appendix 3; and amending the findings for TYP411-00007.

SECTION 5: Severability Clause. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and individual provision and such holding shall not affect the validity of the remaining portions of this Ordinance.

ADOPTED by the Common Council of the City of Springfield by a vote of 6 for and 0 against, this 7 day of APRIL, 2014.

APPROVED by the Mayor of the City of Springfield, this 7 day of APRIL, 2014

ATTEST:

Christa L. Lang

Mayor

Amy Sowa

City Recorder

REVIEWED & APPROVED
AS TO FORM
DATE: 4/7/14
OFFICE OF CITY ATTORNEY

IN THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON

Ordinance No. PA 1308	AN ORDINANCE COMPLYING WITH THE LAND USE BOARD OF APPEALS (LUBA) REMAND (2012-077/078/079) BY INCORPORATING SUPPLEMENTAL FINDINGS INTO THE RECORD OF SPRINGFIELD FILE NUMBERS TYP411-00005, TYP411-00007 AND TYP311-0001 AND LANE COUNTY FILE NUMBER PA11-5489, AND AMENDING THE GLENWOOD REFINEMENT PLAN DIAGRAM AND TEXT, THE SPRINGFIELD ZONING MAP AND THE SPRINGFIELD DEVELOPMENT CODE, AND INCORPORATING ADDITIONAL FINDINGS IN ORDER TO CHANGE THE LAND USE DESIGNATION AND ZONING OF 14.29 ACRES OF LAND FROM EMPLOYMENT MIXED-USE TO COMMERCIAL MIXED-USE, AND ADOPTING A SAVINGS AND SEVERABILITY CLAUSE.

WHEREAS, Glenwood Phase I was adopted by Springfield on June 18, 2012 (Ordinance No. 6279) and by Lane County on September 5, 2012 (Ordinance No. PA1288 and Ordinance No. 3-12); and

WHEREAS, Shamrock Homes, LLC filed a Notice of Intent to Appeal Springfield Ordinances 6279 and Lane County Ordinances PA1288, and 3-12 on September 28, 2012; and

WHEREAS, LUBA rendered their decision (LUBA 2012/077/078/079) on July 12, 2013; and

WHEREAS, LUBA's decision required the City take additional action with regards to Goal 9 (Economic Development); Goal 10 (Housing); Goal 12 (Transportation); and Goal 15 (Willamette River Greenway); and

WHEREAS, timely and sufficient notice of the public hearings regarding the LUBA Remand pursuant to Glenwood Phase 1, has been provided in accordance with SDC Section 5.2-115; and

WHEREAS, Springfield Development Code Section 5.6-100 sets forth procedures for the amendment of the Glenwood Refinement Plan diagram and text and the SDC; and

WHEREAS: the Springfield File Numbers TYP411-0005 (Glenwood Refinement Plan diagram and text amendments) and TYP 411-00007 (Springfield Development Code amendments) and Lane County File Number PA 11-5489 contain supplemental findings and studies regarding Goals 9, 10, 12 and 15 that address the LUBA Remand; and

WHEREAS, Shamrock Homes, LLC presented public testimony on November 18, 2013 indicating that it believed the Glenwood Refinement Plan diagram and text amendments to address the LUBA Remand were insufficient, and Shamrock Homes, LLC requested additional changes to Assessor's Maps and Tax Lots 18-03-03-11 01401, 17-03-34-440 3300, and 17-03-34-44 00301; and

WHEREAS, based on Shamrock Homes, LLC public testimony, the Springfield File Numbers TYP411-00005 (Glenwood Refinement Plan diagram and text amendments), TYP311-00001 (Springfield Zoning Map amendments,) and TYP 411-00007 (Springfield Development

Code amendments) and Lane County File Number PA 11-5489 contain additional findings in order to change the land use designation and zoning of 14.29 acres of land from Employment Mixed-Use to Commercial Mixed-Use; and

WHEREAS, Springfield Development Code Section 5.22-100 sets forth procedures for the amendment of the Springfield Zoning Map; and

WHEREAS, the public hearings listed below were limited to address only the issues contained in the LUBA Remand and the land use designation and zone change of 14.29 acres from Employment Mixed-Use to Commercial Mixed-Use regarding Glenwood Phase I; and

WHEREAS, on October 15, 2013, the Springfield Planning Commission held a work session and public hearing regarding the LUBA Remand and the criteria of approval, findings and recommendations as set forth in Exhibit A, together with the testimony and submittals of those persons testifying at the public hearing or in writing are part of the public record, and the Springfield Planning Commission voted to recommend adoption of Glenwood Phase 1 LUBA Remand to the Springfield City Council and the Lane County Board of Commissioners; and

WHEREAS, on October 17, 2013, the Springfield City Council and the Lane County Board of Commissioners held a work session on the LUBA Remand; and

WHEREAS, on October 29, 2013, the Lane County Board of Commissioners held a first reading on the LUBA Remand; and

WHEREAS, on November 18, 2013, the Springfield City Council held a first reading and the Lane County Board of Commissioners held a second reading on the LUBA Remand; and

WHEREAS, on December 2, 2013, the Springfield City Council held a second reading and the Lane County Board of Commissioners held a third reading on the Glenwood Phase 1 LUBA Remand; and

WHEREAS, on January 28, 2014, the Lane County Board of Commissioners held a fourth reading on the Glenwood Phase 1 LUBA Remand; and

WHEREAS, on February 25, 2014, the Lane County Board of Commissioners held a fifth reading on the Glenwood Phase 1 LUBA Remand; and

WHEREAS, On April 1, 2014, the Springfield City Council held a third reading and the Lane County Board of Commissioners held a sixth reading on the Glenwood Phase 1 LUBA Remand and the land use designation and zone change of 14.29 acres from Employment Mixed-Use to Commercial Mixed-Use and substantial evidence exists within the public record as set forth in Exhibit A, together with the testimony and submittals of those persons testifying at the public hearing or in writing that has been considered and are part of the public record and the Springfield City Council is now ready to take action on the LUBA Remand; and

WHEREAS, on April 15, 2014, the Lane County Board of Commissioners held a seventh reading on the Glenwood Phase 1 LUBA Remand.

NOW, THEREFORE, the Board of County Commissioners of Lane County Ordains as follows:

SECTION 1: The previously adopted Glenwood Refinement Plan Diagram (Ordinance No. 6279) as set forth in Exhibit B is hereby readopted in its entirety and further amended designating 33.26 acres from Residential Mixed-Use to Residential Mixed-Use/Multimodal

Mixed-Use Area, 14.58 acres from Commercial Mixed-Use to Commercial Mixed-Use/Multimodal Mixed-Use Area, 46.33 acres from Office Mixed-Use to Office Mixed-Use/Multimodal Mixed-Use Area, and 173.11 acres from Employment Mixed-Use to Employment Mixed-Use/Multimodal Mixed-Use Area in Glenwood Phase I and designating 14.29 acres from Employment Mixed-Use/Multimodal to Commercial Mixed-Use/Multimodal; and the previously adopted Glenwood Refinement Plan, Phase I text (Ordinance No. 6279) is hereby readopted in its entirety and further amended by amending text, development policies and implementation strategies in portions of the Land Use and Open Space Chapters for Glenwood Phase I; and amending the findings for TYP411-00005.

SECTION 2: The previously adopted Springfield Zoning Map (Ordinance No. 6279) as set forth in Exhibit B is hereby readopted in its entirety and further amended rezoning 14.29 acres from Employment Mixed-Use to Commercial Mixed-Use; and amending the findings for TYP311-00001.

SECTION 3: The Springfield Development Code as set forth in Exhibit C is hereby amended by amending Section 3.4-245; amending Section 3.5-280; amending Section 4.3-115; amending Appendix 3; and amending the findings for TYP411-00007.

SECTION 4: If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such section constitutes a separate, distinct and independent provision, and such holding does not affect the validity of the remaining portions hereof.

FURTHER, although not part of this Ordinance, the Board of County Commissioners adopts findings and conclusions in support of this action as set forth in Exhibit "A" of the City of Springfield Ordinance No. 6316 attached and incorporated here by this reference.

ENACTED this 15th day of April, 2014.

Pat Farr, Chair
Lane County Board of Commissioners

Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM
Date 3-26-14 Lane County
OFFICE OF LEGAL COUNSEL

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO: 13-7	**IN THE MATTER OF AMENDING LANE CODE CHAPTER 10 TO ADOPT AMENDMENTS TO THE SPRINGFIELD DEVELOPMENT REGULATIONS FOR APPLICATION TO URBANIZABLE LANDS WITHIN THE SPRINGFIELD URBAN GROWTH BOUNDARY (LC 10.600-15) AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES (Initiator: City of Springfield, Lane County File No. PA 11-5489, Springfield File Nos. TYP411-00005 & TYP411-00007)**

WHEREAS, on November 24, 1986 the Lane County Board of Commissioners enacted Ordinance No. 16-86 to adopt the City of Springfield land use regulation for application to urbanizable lands within the Springfield Urban Growth Boundary in accordance with an urban transition agreement with the City of Springfield; and

WHEREAS, that urban transition agreement provides for joint development and adoption of land use regulations applicable to urbanizable lands within the Springfield Urban Growth Boundary; and

WHEREAS, the Springfield Planning Commission held a public hearing and after further deliberation, recommended approval of the amendments of the Springfield Development Code; and

WHEREAS, the Springfield City Council held a hearing and adopted the amendments to the Springfield Development Code and has requested adopted of the proposed changes by the Land County Board of Commissioners for application to the urbanizable lands within the Springfield Urban Growth Area; and

WHEREAS, the Board of County Commissioners has conducted a public hearing, reviewed the record, and is ready to take action;

NOW, THEREFORE, the Board of County Commissioners of Lane County Finds and Ordains as follows:

1. The provisions of the Springfield Development Code, as adopted by Lane County Ordinance No. 16-86 and amended by Lane County Ordinance Nos. 5-89, 18-90, 9-91, 13-91, 14-92, 5-93, 13-94, 3-97, 7-99, 10-00, 13-04, 2- 05, 2-06, 16-07, 4-09, 7-11, 3-12 and 13-5 are hereby further amended to include the amendments and reformatting as specified in the attached Exhibit "A", (Lane County File No. PA 11-5489, Springfield File Nos. TYP411-00005 & TYP411-00007) incorporated by this reference. These amendments are adopted and incorporated

by this reference for application on the urbanizable lands within the Springfield Urban Growth Area and will not be codified into Lane Code.

2. Chapter 10 of Lane Code is hereby amended by removing and inserting the following sections:

REMOVE THESE SECTIONS	**INSERT THESE SECTIONS**
10-600-15	10-600-15
As located on page 10-814	As located on page 10-814

The section is attached hereto as Exhibit "C" and incorporated herein by this reference. The purpose of this substitution and addition is to amend Lane Code Chapter 10 to include reference to this Board of County Commissioners action adopting amendments to the City of Springfield land use regulations to be applied by the City of Springfield on urbanizable lands within the Springfield Urban Growth Area.

3. Ordinances and regulations amended by this Ordinance remain in force to authorize a punishment, penalty or forfeiture incurred, or a suit, prosecution or proceeding pending when the amendment takes effect, for an offense or violation committed under the amended Ordinance or regulation prior to the effective date of this Ordinance.

4. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion is be deemed a separate, distinct and independent provision, and such holding does not affect the validity of the remaining portions hereof.

ENACTED this 15th day of April, 2013.

Pat Farr, Chair, Lane County Board of Commissioners

Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM

Date 11-19-13 Lane County

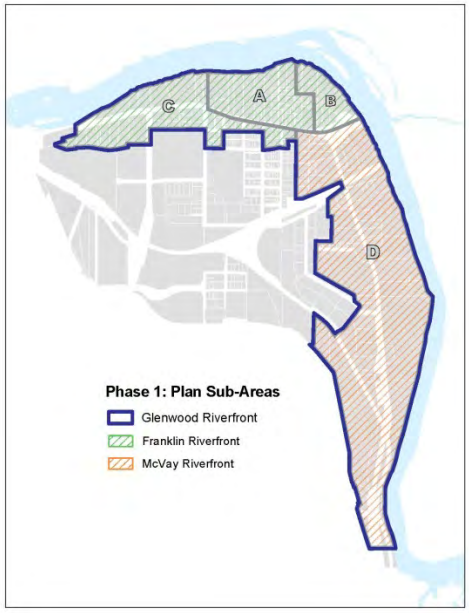
OFFICE OF LEGAL COUNSEL

Exhibit A
STAFF REPORT, FINDINGS AND ORDER

City of Springfield and Lane County **Glenwood Refinement Plan Update Project** **Proposed Phased 1 Plan and Zoning Amendments Required to Address the LUBA Remand**	**Springfield File Numbers:** **TYP411-00005** **TYP411-00007** **TYP311-00001** **Lane County File Number:** **PA 11-5489**
Glenwood Phase I was adopted by Springfield on June 18, 2012 (Ordinance No. 6279) and by Lane County on September 5, 2012 (Ordinance No. PA1288 and Ordinance No. 3-12). Shamrock Homes, LLC filed a Notice of Intent to Appeal Ordinances 6279, PA12888, and 3-12 on September 28, 2012. The Land Use Board of Appeals (LUBA) rendered their decision (LUBA 2012-077/078/079) on July 12, 2013. LUBA's decision required the City take additional action with regards to Goal 9 (Economic Development); Goal 10 (Housing); Goal 12 (Transportation); and Goal 15 (Willamette River Greenway). The hearing will address the following issues in the LUBA Remand regarding the adoption of the Phase I Glenwood Refinement Plan: **1.** Demonstrate compliance with Goal 9 and the Goal 9 rule based on an acknowledged Economic Opportunities Analysis (EOA) and inventory; **2.** Demonstrate compliance with Goal 10 through consistency with the Metro Plan policies relating to housing; **3.** Demonstrate compliance with Goal 12 and the Goal 12 rule (TPR); and **4.** Demonstrate compliance with Goal 15 through setbacks based on the protection of resources identified in Greenway inventories. As part of demonstrating compliance, the Glenwood Refinement Plan and the Springfield Development Code (SDC) are proposed to be amended as follows: • Amend the *Glenwood Refinement Plan* diagram and the refinement plan text to reflect changes made to the Plan diagram, including policies and implementation strategies regarding land use and open space within the Glenwood Phase I boundary and amend the Findings associated with TYP411-00005 to address the deficiencies identified in LUBA's Remand related to Goals 9, 10, 12, and 15. • Amend the *Springfield Development Code* Section 3.4-245, 3.5-280, 4.3-115 and Appendix 3 to implement the policies in the Glenwood Refinement Plan by establishing land use designations and Willamette Greenway development standards and amend the Findings associated with TYP411-00007 to address the deficiencies identified in LUBA's Remand related to Goals 9, 10, 12, and 15. This staff report supplements findings that led to the adoption of the entire Glenwood Phase 1 plan and zoning amendments package; it is therefore limited to issues on remand from LUBA. The four LUBA Remand topics affect only the Glenwood Refinement Plan amendments (TYP411-00005) and the SDC amendments (TYP411-00007). The applicable criteria of approval for the proposed Glenwood Refinement Plan and Springfield Development Code amendments are specified in SDC 5.6-115. This staff report further supplements the aforementioned findings by addressing the Springfield Zoning Map amendment, Glenwood Refinement Plan amendment, and Springfield Development Code amendments associated with Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 as articulated in the final section of this report.	

GLENWOOD PHASE 1 PLAN AREA BOUNDARIES

Glenwood Phase 1 includes all land fronting the Willamette River from the I-5 Bridges to the southern boundary of Glenwood on both sides of Franklin Boulevard and McVay Highway, described as the Glenwood Riverfront. The proposed Glenwood Riverfront is further divided into the Franklin Riverfront and the McVay Riverfront. The Glenwood Riverfront is also divided into the following Subareas: A ; B ; C ; and D , as depicted below:



CRITERIA OF APPROVAL FOR THE AMENDMENT OF THE GLENWOOD REFINEMENT PLAN AND THE SPRINGFIELD DEVELOPMENT CODE THAT ARE PART OF SPRINGFIELD'S RESPONSE TO THE LUBA REMAND

Glenwood Phase I was adopted by Springfield on June 18, 2012 (Ordinance No. 6279) and by Lane County on September 5, 2012 (Ordinance No. PA1288 and Ordinance No. 3-12). Shamrock Homes, LLC filed a Notice of Intent to Appeal Ordinances 6279, PA12888, and 3-12 on September 28, 2012. LUBA rendered their decision (LUBA nos. 2012-077/078/079) on July 12, 2013. LUBA's decision required the City take additional action with regards to Goal 9 (Economic Development); Goal 10 (Housing); Goal 12 (Transportation); and Goal 15 (Willamette River Greenway).

Springfield File Numbers: TYP411-00005 (SDC amendments) and TYP411-00007 (Glenwood Refinement Plan amendments) and Lane County File Number: 6 PA 11-5489 included findings that addressed **SDC 5.6-115** that lists the following criteria of approval for the amendment of the Glenwood Refinement Plans and the Springfield Development Code:

"A. *In reaching a decision on the adoption or amendment of refinement plans and this Code's text, the City Council shall adopt findings that demonstrate conformance to the following:*

1. The Metro Plan;

2. Applicable State statutes; and

3. Applicable State-wide Planning Goals and Administrative Rules.

B. *Applications specified in Section 5.6-105 may require co-adoption by the Lane County Board of Commissioners."*

The findings attached to the Ordinances referenced above pertaining to SDC 5.6-115 still apply. This hearing is limited to address the LUBA Remand topics as follows:

SDC 5.6-115A.:

Goal 9, additional findings have been prepared as discussed below to address the Third Assignment of Error that complies with SDC 5.6-115A.3, specifically acknowledged EOAs.

Goal 10, additional findings have been prepared as discussed below to address the Fourth Assignment of Error that complies with SDC 5.6-115A.1., specifically Metro Plan Policy A.25.

Goal 12, additional findings have been prepared as discussed below to address the Sixth Assignment of Error that complies with SDC 5.6-115A.3. and includes an amendment to the Glenwood Refinement Plan and Springfield Development Code establishing a Multimodal mixed-use area (MMA) in Glenwood Phase 1.

Goal 15, additional findings have been prepared as discussed below to address the Seventh Assignment of Error that complies with SDC 5.6-115A.3. and includes deleting text in the Refinement Plan and SDC Sections 3.4-280 and 4.3-115referring to a coincident Greenway Setback Line and the establishment of a variable-width Greenway Setback for all of Glenwood Phase 1.

Each Assignment of Error is addressed in more detail below.

SDC 5.6-115B.:

Both the Springfield City Council and the Lane County Board of Commissioners must approve the adopting Ordinances resulting from this LUBA Remand.

THIRD ASSIGNMENT OF ERROR – REGARDING STATEWIDE PLANNING GOAL AND 9 (ECONOMIC DEVELOPMENT) AND THE GOAL 9 RULE.

Springfield will:

I. Demonstrate compliance with Goal 9 and the Goal 9 rule based on an acknowledged EOA and inventory.

II. Justify the 5-acre minimum development area rule based on an acknowledged EOA and inventory.

III. Justify the short-term land supply rule based on an acknowledged EOA and inventory.

INTRODUCTION

The LUBA No. 2012-077/078/079 Final Opinion and Order Pages 12-13 states: *"We understand respondents to argue that the findings addressing Goal 9 and the Goal 9 Rule also rely on the city's older acknowledged economic opportunities analysis and its Goal 9 comprehensive plan elements. If that is the case and the city cited to the more recent CIBL/EOA only to confirm its conclusion based on the acknowledged EOA or Goal 9 comprehensive plan elements that Goal 9 is satisfied, then we see no error in such approach."*

The current adopted and acknowledged Industrial and Commercial Land Inventories are:

- The Metropolitan Industrial Lands Special Study (MILSS) was initiated in January, 1989 to answer questions about the demand for and supply of industrial sites in the metropolitan area and to update the industrial lands portion of the Metro Plan. The MILSS was composed of two elements: 1) the Metropolitan Industrial Lands Inventory Report, July 1993 (MILIR) (Exhibit 9-1) provided a detailed description of the MILSS purpose, background and methodology, economic trends, community objectives, and long-term industrial lands supply and demand; and 2) the Metropolitan Industrial Lands Policy Report, July 1993 (MILPR) (Exhibit 9-2) analyzed the policy framework for industrial land allocations, evaluated the development potential of sites throughout the metropolitan area, and included findings, conclusions and a series of implementation strategies (e.g, Zoning/Development Code amendments). These reports were adopted by: Eugene Ordinance 19866; Springfield Ordinance 5652; and by Lane County Ordinance PA 1022. Even though Glenwood was under Eugene's jurisdiction at this time, Glenwood was evaluated in these metro-area reports. The MILPR found that both the short-and long-term industrial land supply exceeded the demand projection for those categories. The methodologies used in these analyses were consistent with the requirements of Statewide Planning Goal 9, Economy of the State, in effect as written in 1993.

- The Springfield Commercial Lands Study (SCLS) (Exhibit 9-3) was one of eighteen work tasks in the metro area's concurrent Periodic Work Program, approved by DLCD in 1994. The SCLS was initiated in 1995 and completed in 2000. On January 27, 2000, Mark Radabaugh, DLCD Willamette Valley Urban Representative, sent a letter to Susanna Julber, Planner, stating the draft 1999 Commercial Lands Study *"…is complete and will comply with the requirements of Goal 9 – Economic Development when locally adopted."* The SCLS was adopted by Resolution No. 00-13 on February 7, 2000. The staff report stated that *"The intent of Springfield's adoption of SCLS is to make no substantive changes to the Metro Plan or the Springfield Development Code, but to adopt the SCLS as a policy document that will implement future amendments to the City's guiding documents to encourage responsible commercial development."* The SCLS identified a need for additional commercial acres to meet the demand for commercial land to the year 2015 by analyzing lands within Springfield's Urban Growth Boundary and did not include commercial lands in Glenwood, which was under Eugene's jurisdiction at the time[1]. The SCLS did not make changes to either the Metro Plan or the

[1] The Eugene Commercial Lands Study 1992 (Ordinance 19879) stated: *"The Glenwood Refinement Plan contains a provision for mixed-use areas along the Willamette River that would allow office developments, limited commercial uses, business and industrial parks, and medium-density residential. Although there are about 80 acres of land in the mixed-use areas along the river, most of the area is developed and is likely to continue with noncommercial uses. An estimated 20 acres may convert to commercial uses in the long term. Two other mixed-use areas would*

Springfield Development Code. However, as an area-specific periodic review task, it updated the "Economic Element" of the Metro Plan and included findings, policies and implementation strategies regarding the supply of commercial lands based on the adopted studies.

The acknowledged MILIR, MILPR and SCLS are utilized to address Statewide Planning Goal 9 as discussed in I., below.

The current adopted, but not acknowledged commercial/industrial land inventory is:

- The draft Springfield Commercial Industrial Buildable Lands Inventory, Economic Opportunities Analysis and Economic Development Objectives and Strategies[2] (CIBL) (Exhibit 9-4)

Springfield adopted CIBL by Council Resolution 10-03 on January 19, 2010. CIBL contains the most current and best data available to inform the update of the Glenwood Refinement Plan as it address land needed for employment for the planning period 2010-2030. CIBL presents technical analysis to determine the amount of land that would be required to provide for economic development in all of Springfield and Glenwood urbanizable areas, based on the inventory of land available under existing Metro Plan residential designations, Plan policies, and statutory provisions for making such a determination. For the reason stated in the Introduction, CIBL can be used to supplement the findings, policies, and/or implementation actions of the MILPR and the SCLS, where applicable in the Glenwood Refinement Plan, Phase I areas, based upon the discussion in I., below.

I. FINDINGS IN COMPLIANCE WITH GOAL 9 AND THE GOAL 9 RULE BASED ON AN ACKNOWLEDGED EOA AND INVENTORY.

660-009-0010 APPLICATION

"(1) This division applies to comprehensive plans for areas within urban growth boundaries. This division does not require or restrict planning for industrial and other employment uses outside urban growth boundaries. Cities and counties subject to this division must adopt plan and ordinance amendments necessary to comply with this division. "

Findings

The Metro Plan is Springfield's comprehensive plan. All land within the Glenwood Phase 1 boundaries is either within Springfield's city limits or outside of the city limits, but within its UGB. There is no land in Glenwood that is outside of Springfield's UGB. The Springfield Development Code provides development standards and procedures in all of Springfield and Glenwood in particular. The amendment of the Glenwood Refinement Plan text and diagram is an amendment of the Metro Plan. Springfield and Lane County have co-adopted the Glenwood Phase 1 amendments.

Conclusion

Glenwood Phase I is within Springfield's UGB and amending Ordinances must be adopted by Springfield and Lane County. This requirement is met.

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allow larger scale retail under limited conditions. About 15 to 25 acres of land could be developed for commercial uses in the mixed-use areas not along the river". P. III-16

[2] CIBL combines commercial and industrial land inventories into one study.

"(2) Comprehensive plans and land use regulations must be reviewed and amended as necessary to comply with this division as amended at the time of each periodic review of the plan pursuant to ORS 197.712(3). Jurisdictions that have received a periodic review notice from the Department (pursuant to OAR 660-025-0050) prior to the effective date of amendments to this division must comply with such amendments at their next periodic review unless otherwise directed by the Commission."

Findings
Glenwood Phase 1 is part of the Glenwood Refinement Plan Update Project Post Acknowledgement Plan Amendment (PAPA) and, therefore, is not part of periodic review. This provision of the Goal 9 Rule is not applicable to these amendments to the Glenwood Refinement Plan, Phase I areas.

Conclusion
Glenwood Phase I is not part of periodic review. This requirement is met.

"(3) Cities and counties may rely on their existing plans to meet the requirements of this division if they conclude: (a) There are not significant changes in economic development opportunities (e.g., a need for sites not presently provided for in the plan) based on a review of new information about national, state, regional, county and local trends; and (b) That existing inventories, policies, and implementing measures meet the requirements in OAR 660-009-0015 to 660-009-0030."

Findings Re: Subsection (3)(a)
Economic trends include population forecasts, income, type of employment, etc.; the focus here is on trends regarding manufacturing and non-manufacturing (commercial) sectors.

The MILIR Chapter IV: Economic Trends (Exhibit 9-1, Pages 23-32) discusses the viability of the lumber industry, the growth and diversification of non-lumber manufacturing sectors, the increase in non-manufacturing employment, especially the service sector (mainly health care and business services) and retail trade. This chapter discusses the metro area's relationship to the state, country and global economy (especially regarding the information and service sectors).

The SCLS Chapter Three: Demand Analysis Exhibit 9-3, Pages 18 to 31 provides a similar review of Eugene-Springfield Metro Area trends; state trends; and national trends. The following topics are discussed: demand for timber and the shift to high tech industries as well as the service industry (restaurants, hotel and recreation industries); as resource-based industries continue to exhibit reduced demand, other non-lumber manufacturing and trade sectors will continue to experience growth; and retail development will occur to serve growing residential areas (small shops and convenience stores could be integrated into Neighborhood Center and Employment nodes, and shopping centers could be integrated into Commercial Center nodes).

CIBL Chapter 3 Economic Trends and Factors Affecting Future Economic Growth in Springfield (Exhibit 9-4 Pages 29-44 discusses the growing importance of health care and the continued importance of manufacturing, as well as government, professional and business services, leisure and hospitality and retail trade.

The above cited documents, even though separated by time, and with different definitions of employment categories, show the need for similar types of employment opportunities in Springfield.

Additionally, the total number of commercial/industrial developable acres and short-term and long-term supply has changed based upon development of vacant parcels, redevelopment of developed parcels and the change in jurisdiction of Glenwood from Eugene to Springfield.

The MILPR (Exhibit 9-2 Page 47 Table 5) estimated that the 20-year industrial land supply was about 3,600 acres within the Metro UGB and about 709 acres within the Springfield portion of the UGB alone (not including Glenwood). The MILPR (Exhibit 9-2 Page 7) further estimated that the most likely projected 20-year demand for industrial land for the Metro UGB would be between 650 and 1,172 acres, one-fifth to one-third of the supply.

The SCLS (Exhibit 9-3, Page ii) stated *"A detailed supply/demand analysis revealed a need for a minimum of 255 acres of commercial land to the year 2015 based on an absorption rate of 17 acres per year. Currently, there are 85 acres of vacant and 12 acres of redevelopable commercial land within the City's UGB, a total of 97 acres."* The MILPR shows an excess of industrial land and the SCLS shows a need of additional commercial land.

CIBL (Exhibit 9-4 Pages iv-vii) Tables S-2, S-3 and S-4 shows for industrial land, there are enough sites both vacant and redevelopable to serve Springfield UGB for the 20-year period 2010-2030 on sites less than 50 acres[3] and that 52 percent of new employment would not require vacant land. CIBL also shows there is still a deficit of commercial and mixed use sites, consistent with the acknowledged industrial and commercial land supply estimates previously adopted and relied upon to establish the existing Metro Plan policies addressing Goal 9. The Glenwood Refinement Plan, Phase I amendments previously adopted were found to be consistent with those policies.

Conclusion Re: Subsection (3)(a)

The acknowledged MILIR, MILPR and SCLS showed similar industrial and commercial trends and a surplus of industrial lands with a deficit of commercial lands. CIBL also shows similar industrial and commercial trends with a surplus of industrial lands and a deficit of commercial and mixed use sites confirming the conclusions that there are not significant changes in the supply of commercial or industrial sites and the Glenwood Refinement Plan, Phase I amendments did not affect that supply and are consistent with the acknowledged studies and metro Plan Goal 9 policies. Subsection (3)(a) is met. See also Subsections (4)(a) and (5), below.

Findings: Re: Subsection (3)(b)

OAR 660-009-0015 Economic Opportunities Analysis

The MILIR (Exhibit 9-1), the MILPR (Exhibit 9-2) and the SCLS (Exhibit 9-3) contain a review of national, state and local trends; identification of required site types; an inventory of industrial and other employment lands; and an assessment of community economic potential.

OAR 660-009-0020 Industrial and Other Employment Development Policies

[3] Springfield has a deficiency of industrial land on sites larger than 50 acres that cannot be accommodated within the existing UGB. This deficiency does not apply to Glenwood because all of Glenwood is within the Springfield UGB and development and/or redevelopment will occur on parcels less than 50 acres in size. CIBL also states that "The majority of employment growth in Springfield will not require vacant land."

The MILPR (Exhibit 9-2) and the SCLS (Exhibit 9-3) contain industrial/commercial policies and implementation strategies. The MILPR resulted in a Metro Plan amendment. The SCLS was part of periodic review and resulted in amendments to the Springfield Development Code.

OAR 660-009-0025 Designation of Lands for Industrial and Other Employment Uses
The MILIR (Exhibit 1), the MILPR (Exhibit 9-2) and the SCLS (Exhibit 9-3) identify needed industrial and employment sites, discuss the total land supply, and, specifically, address the short-term land supply.

OAR 660-009-0030 Multi-Jurisdiction Coordination
The MILIR (Exhibit 9-1) and the MILPR (Exhibit 9-2) involved Springfield, Eugene and Lane County adopting the reports by Ordinance. The SCLS (Exhibit 9-3) was a periodic review work task and was a Springfield product only that was developed within the parameters of state land use laws, the Metro Plan, the Springfield Development Code and the City's other relevant planning documents and refinement plans.

Conclusion Re: Subsection (3)(b)
The MILIR , the MILPR and the SCLS (the existing inventories containing policies, and implementing measures) meet the requirements in OAR 660-009-0015 to 660-009-0030 and those applicable Goal 9 requirements in effect when the current Metro Plan policies were adopted. The Glenwood Refinement Plan, Phase I amendments were consistent with those policies and the existing plans sufficient to meet the requirements of OAR 660-009-0010(3)(b). Subsection (3)(b) is met.

"(4) For a post-acknowledgement plan amendment under OAR chapter 660, Division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or another employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:
(a) ***"Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division;"***

Findings[4]:
Glenwood Phase I proposed the following:

1. Amendments to the Metro Plan diagram:

Existing and Proposed Metro Plan Designations

	Acres	
Metro Plan Designation	Existing	Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00

[4] Note: All designation and zoning calculations have been revised to reflect the additional amendments discussed in the final section of this document regarding Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301.

Mixed-Use	0.00	144.28
Mixed-Use/Nodal*	52.02	122.99
Parks and Open Space	34.39	0.00
Total	267.28	267.28

2. Amendment to the Glenwood Refinement Plan diagram and text:

Existing and Proposed Refinement Plan Designations

	Acres	
Refinement Plan Designation	Existing	Proposed
Low Density Residential	16.96	0.00
Commercial	2.67	0.00
Commercial/Industrial/Multi-Family Residential Mixed-Use	29.13	0.00
Commercial/Industrial Mixed-Use	44.38	0.00
Light Medium Industrial	87.73	0.00
Mixed-Use/Nodal	52.02	0.00
Parks and Open Space	34.39	0.00
Residential Mixed-Use	0.00	33.26
Commercial Mixed-Use	0.00	28.87
Office Mixed-Use	0.00	46.33
Employment Mixed-Use	0.00	158.82
Total	267.28	267.28

3. Amendments to the Springfield Zoning Map :

Existing and Proposed Zoning Districts

	Acres	
Zoning District	Existing	Proposed
Low Density Residential	41.28	0.00
Medium Density Residential	7.04	0.00
Community Commercial	49.50	0.00
General Office	5.97	0.00
Light Medium Industrial	135.54	0.00
Parks and Open Space	27.96	0.00
Residential Mixed-Use	0.00	33.26
Commercial Mixed-Use	0.00	28.87
Office Mixed-Use	0.00	46.33
Employment Mixed-Use	0.00	158.82
Total	267.28	267.28

While it may appear that more than 2 acres of Commercial and Industrial Metro Plan designations are being eliminated, what is happening is that on the Metro Plan level, they are being changed to the Metro Plan Mixed Use or Mixed Use Nodal Designations, with no reference to specific Metro Plan

Commercial or Industrial designations. At the refinement plan level, these Mixed Use designations are made more specific; Commercial Mixed-Use, Office Mixed-Use and Employment Mixed-Use.[5] The same titles are used for the zoning that is particular to Glenwood. Because the existing Metro Plan designations allowed a mix of residential uses and the refinement plan designations match the zoning, it is easier to follow the number of acres of commercial and industrial land changing from the existing zoning to the proposed zoning.[6] The existing Community Commercial (49.5 acres) and General Office (5.97 acres) zoning totals 55.47 acres. The proposed Commercial Mixed-Use (28.87 acres) and Office Mixed-Use (46.33 acres) total 75.2 acres, an increase of 19.8 acres of Commercial land. The increase of commercial land is in conformance with the acknowledged SCLS and the applicable references in CIBL that found a deficiency of Commercial land in Springfield. The existing Light-Medium Industrial zoning is 135.4 acres. The proposed Employment Mixed-Use zoning is 158.82 acres. This is an increase of 23.82 acres. Most of this increase is from land designated Parks and Open Space and zoned Public Lands and Open Space (27.96 acres). PLO zoning identifies lands primarily in public ownership. These properties are privately owned. In 2006, the City Council directed staff to initiate a Metro Plan amendment to redesignate these properties to Light Medium Industrial, but an application was never processed because of Glenwood Phase I. These properties were designated and zoned Employment Mixed-Use.

Conclusion

The two-acre threshold has not been violated because there will be more commercial and industrial land in Glenwood Phase I based upon the amendment to the Glenwood Refinement Plan. As a result, this requirement is not applicable, but the findings here establish consistency with the acknowledged Metro Plan policies and commercial/industrial land studies, as well as the more recent CIBL that confirms the consistency of the amendments with applicable Goal 9 requirements. Section 4 is met.

Findings Re: Subsection (4)(a):

Refer to the discussion in Subsection (3) of this OAR regarding consistency with the acknowledged MILIR, MILPR and SCLS.

Conclusion Re: Subsection (4)(a):

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[5] ***"Relationship to Other Plans, Policies, and Reports***
The Metro Plan is the basic guiding land use policy document, but it is not the only such document. As indicated in the Purpose section, above, the Metro Plan is a framework plan, and it is important that it be supplemented by more detailed refinement plans, programs, and policies…. Refinements to the Metro Plan can include: … and (c) neighborhood plans or special area studies that address those issues that are unique to a specific geographical area…." Chapter IV. (I-5 and -6)
*"**Chapter IV Metro Plan Review, Amendments, and Refinements***
The Metro Plan is the long-range public policy document which establishes the broad framework upon which Eugene, Springfield, and Lane County make coordinated land use decisions. While the Metro Plan is the basic guiding land use policy document, it may be amended from time to time. Likewise, the Metro Plan may be augmented and implemented by more detailed refinement plans and regulatory measures." (IV-1)
"Glossary…
40. Refinement plan: A detailed examination of the service needs and land use issues of a specific area, topic, or public facility. Refinement plans of the *Metro Plan* can include specific neighborhood plans,…that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis." (V-5)

[6] As stated above the refinement plan designations and zoning districts will share the same names.

CIBL can be used to supplement these inventories because there is still a shortage of commercial land and a surplus of industrial land. Subsection (4)(a) is met.

(5) The effort necessary to comply with OAR 660-009-0015 through 660-009-0030 will vary depending upon the size of the jurisdiction, the detail of previous economic development planning efforts, and the extent of new information on national, state, regional, county, and local economic trends. A jurisdiction's planning effort is adequate if it uses the best available or readily collectable information to respond to the requirements of this division.

Findings;
Refer to the discussion in Subsection (3) of this OAR regarding the adequacy of the acknowledged MILIR, MILPR and SCLS, and the supplemental information obtained from CIBL confirming the consistency of the Glenwood Refinement Plan, Phase I amendments with the acknowledged inventory, studies, Metro Plan policies, and implementing measures addressing Goal 9 requirements.

Conclusion:
CIBL can be used to supplement these inventories because there is still a shortage of commercial land and a surplus of industrial land identified in the acknowledged commercial and employment opportunity analysis supporting the Metro Plan compliance with Goal 9. Subsection (5) is met.

II. JUSTIFY THE 5-ACRE MINIMUM DEVELOPMENT AREA RULE BASED ON AN ACKNOWLEDGED EOA AND INVENTORY.

Findings:
Petitioner raised the same 5-acre minimum development area issues under the Fourth Assignment of Error, Sub-assignment D. Five-Acre Minimum Development Area Pages 26 and 27 LUBA No. 2012-077/078/079. LUBA denied the Fourth Assignment of Error, Sub-assignment D. The 5-acre minimum development area was remanded under the Third Assignment of Error because the standard needed to be based on an acknowledged EOA and inventory. Under Topic I., staff determined that the MILIR, the MILPR and the SCLS are considered an acknowledged EOA, and CIBL can be used to confirm and support the acknowledged EOA. The Glenwood Refinement Plan, Phase I and implementing measures, including the minimum development area, are supported and consistent with those acknowledged studies as confirmed by CIBL.

Conclusion:
The 5-acre minimum development area challenged under the Third Assignment of Error, Sub-assignment C is justified because they are supported and consistent with the MILIR, the MILPR and the SCLS studies which are Springfield's acknowledged EOA, as confirmed by CIBL. This requirement is met.

III. JUSTIFY THE SHORT-TERM LAND SUPPLY RULE BASED ON AN ACKNOWLEDGED EOA AND INVENTORY.

Findings:
The MILPR (Exhibit 9-2, Chapter V: Evaluation of Industrial Sites Pages 41-46) addresses the short-term supply rule. The MILPR, as well as the MILIR, were metropolitan area studies. The SCLS (Exhibit 9-3 Chapter Four: Findings, Policies, Implementation Strategies Pages 33) also addresses the short-term supply and states *"**Policy 1-C:** Maintain at least a five-year supply of commercial land within the Urban Growth Boundary (UGB) that is currently served or readily serviceable with a full range of urban public*

*facilities and services." "**Policy 1-C (2):** Conduct future land analysis on commercial, industrial and residential development on a City-specific basis, rather than a Metro-wide basis, to ensure that information and resulting policies and implementation strategies accurately reflect the needs of Springfield residents."* These short-term policies are part of Springfield's acknowledged EOA. Since CIBL can be used to supplement Springfield's acknowledged EOA, the most recent information pertaining to short-term supply can be found in (Exhibit 9-4, Pages 25 to 27 Table 2-11). Those studies confirm the consistency of the Glenwood Refinement Plan, Phase I amendments with existing acknowledged Metro Plan and refinement plan policies and implementing strategies.

Conclusion:
The short-term supply has been justified by existing acknowledged economic opportunity analysis as confirmed by CIBL. This requirement is met.

FOURTH ASSIGNMENT OF ERROR – REGARDING STATEWIDE PLANNING GOAL 10 (HOUSING), THE GOAL 10 RULE, AND COMPREHENSIVE PLAN POLICIES RELATED TO HOUSING.

Springfield will:

I. Address the LUBA Remand topics pertaining to Statewide Planning Goal 10 (Housing), the Goal 10 Rule, Oregon Administrative Rule (OAR) 660-015-0000(10), and Comprehensive Plan policies related to Housing.

I. LUBA REMAND TOPICS

The LUBA Remand requires Springfield to address the following topics:

A. Conserving Existing Manufactured Dwelling Parks – Springfield must adopt a more adequate explanation for why making existing manufactured dwelling parks non-conforming uses is consistent with Policy A.25 considered in context with all other applicable plan policies.

B. Low-Density Residential Zoning for Manufactured Dwelling Parks – Springfield must explain and establish that the deletion of certain previous Glenwood Refinement Plan sub-area policies is consistent with Policy A.25 and any other applicable plan policies.

SPRINGFIELD RESPONSE
The following discussion outlines Springfield's findings and conclusion in response to the remand associated with comprehensive plan policies related to housing:

A. Conserving Existing Manufactured Dwelling Parks

Findings:
Metro Plan Housing Policy A.25 states: *Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas. (Metro Plan III-A-10)*

The decision to designate Subarea D as Employment Mixed-Use and prohibit residential uses in this subarea came after nearly four years of public process with the refinement plan update project reviewed by the Citizen Advisory Committee (CAC), Planning Commissions, City Council, and Board of Commissioners. Throughout the visioning process for the Glenwood Riverfront dating back to 2009, the CAC concurred that the McVay Riverfront is appropriate for a mix of light industrial and office uses but not appropriate for residential use due to the proximity of a heavy freight rail line that bisects the subarea, existing and future incompatible light industrial uses within and to the west of the subarea, and existing heavy industrial uses, including a plant that produces precursor chemicals for adhesives and plastics, across the river to the east of the subarea. In fact, Statewide Planning Goal 9, Economic Development, states that "comprehensive plans for urban areas shall…limit uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with proposed uses." Taking this and the following into consideration, the CAC recommended that uses with the Employment Mixed-Use designation be limited to light-medium industrial, office employment, educational facilities, and supporting commercial and warehousing/distribution uses:

- To the west, land is developed predominantly with industrial uses.
- To the east, across the river, is the Momentive Chemical plant, the Harbor Drive manufactured home neighborhood, and vacant land.
- To the north and west are the Union Pacific and Central Oregon and Pacific rail lines. The Union Pacific railroad trestle crosses McVay Highway near the northern end of Subarea D while the Central Oregon and Pacific railroad trestle crosses McVay Highway at the southern end of Subarea D.
    - Negative externalities from these rail lines include noise, vibrations, and hazardous materials risks.
    - Union Pacific has indicated a strong desire to establish a second line within their ROW in the future.
- The relatively narrow land mass between McVay Highway and the Willamette River, coupled with recent floodplain and floodway data, required riparian setback, and greenway boundary result in highly constrained developable area along the McVay Riverfront.
- Subarea D is comprised of relatively large parcels, primarily undeveloped/underdeveloped, that fall within a condensed property ownership pattern.
    - 75% of Subarea D is under the ownership of 6 property owners.
- Springfield's adopted Residential Lands and Housing Needs Analysis (RLNHA) identifies a citywide surplus of Low-Density Residential and Medium-Density Residential land uses.
- A majority of Subarea D is currently designated for some form of commercial/industrial use.
    - 80% of the commercial/industrial designated land in Subarea D, and 50% of Subarea D overall contributes to the commercial and industrial land needs identified in Springfield's Draft Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis, and Economic Development Objectives and Implementation Strategies (CIBL)[7].
    - With the exception of two manufactured home parks and ten small residential parcels with single manufactured homes that are designated and zoned Low-Density Residential, the majority of residential uses in Subarea D are already considered pre-existing non-conforming uses. Pre-existing non-conforming uses may continue in

[7] The Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis mandated by HB 3337 and implemented by ORS 197.304 contains the most current and best data available to inform the update of the Glenwood Refinement Plan as it address land needed for employment for the planning period 2010-2030. However, proposed amendments are also consistent with the Metro Plan Economic Element as currently adopted and addressed elsewhere in the Findings.

perpetuity, including modification or expansion, in accordance with Springfield Development Code Section 5.8-100.
    - Six parcels along the hillside on the west side of the southern end of McVay Highway were designated Public Land. In 2006, Council moved to initiate a Metro Plan amendment to re-designate this land Light Medium Industrial, but the amendment was never processed due to the emergence of the Glenwood Refinement Plan update project.
- The Draft CIBL articulated that most future commercial/industrial growth will occur through redevelopment within the existing Urban Growth Boundary.
    - The Draft CIBL also identified a citywide deficit of industrial parcels greater than 20 acres, and there is a deficit of commercial and mixed-use parcels greater than 1 acre.
- Nearly all parcels in Subarea D are classified in the Draft CIBL as vacant or potentially redevelopable industrial, commercial, and mixed-use sites. The proposed plan designation for Subarea D, Employment Mixed Use, will result in vacant and redevelopable parcels that will contribute to Springfield's commercial and industrial buildable lands supply.
- The Draft CIBL articulates the types of industries that Springfield wants to attract as having the following attributes: high-wage, stable jobs with benefits; jobs requiring skilled and unskilled labor; employers in a range of industries that will contribute to a diverse economy; and industries that are comparable with Springfield's community values.
    - Springfield's 'target industries' include: medical services; services for seniors; small scale manufacturing; call centers; back-office functions; tourism; specialty food processing; high-tech; professional and technical services; green businesses; corporate headquarters; and services for residents. The Draft CIBL summarizes site needs and key locational issues for firms in potential growth industries in Springfield. Parcels in Subarea D meet a variety of these desirable site attributes: flat sites; parcel configuration and parking; soil stability and ground vibration characteristics; road transportation; rail transportation; air transportation; transit; pedestrian and bicycle facilities; labor force; amenities; fiber optics and telephone; potable water; power requirements; and land use buffers.
- The land use proposal for Subarea D preserves land for employment uses and enables Springfield to concentrate commercial retail opportunities in close proximity to the proposed residential mixed-use area (Subarea A).

Not only did Springfield consider existing conditions; local, state, and Federal regulations; and the most current available information regarding future land needs in determining the appropriate zoning for Subarea D, but Springfield also considered the decision to exclude new residential uses from those uses permitted in Subarea D in balancing all applicable comprehensive plan policies related to housing and proposed implementation of these policies in the Phase I Glenwood Refinement Plan.

In 2007, the Oregon Legislature passed and the Governor signed into law Chapter 650, Oregon Laws 2007, codified as ORS 197.304 and commonly known as "House Bill 3337". ORS 197.304 required Springfield to evaluate the sufficiency of its residential buildable land supply and to establish a separate Springfield UGB. Springfield conducted a residential land study to evaluate the sufficiency of its residential buildable land supply and prepared local housing policies that meet the requirements of Oregon Statewide Planning Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008). The *Springfield Residential Land and Housing Needs Analysis* (RLHNA) and the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* (2030-R) were adopted by Springfield and Lane County and acknowledged in September 2011 (Ordinance #6268).

Adoption of Ordinance #6268 required Springfield to address Statewide Planning Goal 10, including goals, objectives, policies and implementation actions that supplement, refine, and support the *Eugene-Springfield Metropolitan Area General Plan Residential Land Use and Housing Element* (Chapter III-A) and demonstrate the City's ongoing commitment to increasing housing choice and residential densities within Springfield's separate Urban Growth Boundary. The goals, policies and implementation strategies were developed to respond to the findings in the RLHNA in ways that best implement Springfield's preferred residential land use growth management strategies — as identified and prioritized through the public involvement process. The policies and implementation actions in Springfield's housing element support a 20% increase in density over the historical development pattern by facilitating more dense development patterns.

As the policies of the 2030-R supplement, refine, and support the Metro Plan's housing policies, the 2030-R policies provide clear direction for Springfield in updating refinement plans, zoning, and development regulations to address the community's housing needs. The 2030-R states "in those instances where findings and policies in this element differ quantitatively from policies in the *Metro Plan Residential Land Use and Housing Element*, the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* policies shall prevail. Issues not addressed in this element are addressed in the Metro Plan…" The 2030-R further states "as Springfield implements this element of the Springfield 2030 Refinement Plan – through future land use refinement plan updates at the city-wide, district, neighborhood, and corridor scale – the City shall continue to analyze the suitability of residential and residential mixed-use designations in terms of density and location and, based on this analysis, may propose changes to the Metro Plan Diagram and Springfield 2030 Refinement Plan Diagram." In adopting the Phase I Glenwood Refinement Plan, the Springfield City Council and Lane County Board of Commissioners did precisely this. They also "balance[d] the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain compact urban form" in accordance with Metro Plan Policy A.30.

Ordinance 6268 specifically calls out the definition of needed housing under Statewide Planning Goal 10 (ORS 197.303) which includes "(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and (d) Manufactured homes on individual lots planned and zoned for single family residential use that are in addition to lots within designated manufactured dwelling subdivisions." The adopted and acknowledged RLHNA identified a surplus of low-density residential land in Springfield, and the adopted and acknowledged 2030-R does not include any policy guidance that would direct legislative action to permit manufactured home parks in perpetuity or the establishment of new manufactured home parks. Indeed, Springfield is 'conserving the metropolitan area's supply of existing affordable housing' by permitting manufactured dwelling parks in all Low-Density Residential land in Springfield. The 2030-R does, however, include a goal of 'Fostering Housing Choice and Affordability' and a number of policies and implementation strategies that do provide guidance for subsequent legislative policy actions, such as those taken by the Springfield City Council and Lane County Board of Commissioners in co-adopting the Phase I Glenwood Refinement Plan.

"Policy H-8: Continue to support and assist affordable home ownership through programs that subsidize the development of affordable homes and provide down payment assistance to income qualified homeowners.

Policy H-9: Provide a broad range of quality accessible and affordable housing options for very low-, low-, and moderate-income residents. Affordable housing is defined as housing for which persons or

families pay 30 percent or less of their gross income for housing, including necessary and essential utilities (ORS 456.055).

Implementation Action 9.2: Create a land banking program to reserve land for affordable housing, as described in the 2010 'Complete Neighborhoods, Complete Streets' grant application, continue to seek grant funding sources for the program, and seek to implement this strategy in the Glenwood Riverfront District.

Policy H-10 : Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.

Implementation Action 10.2: Continue to creatively explore funding tools and options to leverage public, non-profit, and private investment in affordable housing.

Implementation Action 10.3: Continue to develop strategies and programs that support the repair, preservation, and improvement of the existing supply of affordable housing stock and the enhancement of existing affordable neighborhoods.

Implementation Action 10.5: Consider establishing urban renewal district set-asides for affordable housing."

The New Housing Development section of the Housing and Economic Development Chapter of the *Glenwood Refinement Plan* states "*The Residential Mixed-Use designation in the Glenwood Riverfront, coupled with the proximity of that area to transit stations serving a high-frequency transit corridor, existing and future job centers, riverfront views, and unique development opportunities, provides an outstanding environment to stimulate residential development interest. Acknowledging that converting interest into action requires strong public/private partnerships, the Glenwood Urban Renewal Plan authorizes the Springfield Economic Development Agency (SEDA) to assist private, non-profit, and public developers in acquiring land and developing new housing and related infrastructure in the Glenwood Riverfront.*

Sustainable neighborhoods must be inclusive and provide housing and employment opportunities for people of all races, ethnicities, ages, disability status, and income levels. Due to the Glenwood Riverfront's unique and desirable central location in the region, natural amenities and access to employers and institutions, housing developed in the Residential Mixed-Use area may be out of reach for low- and moderate-income persons[8] unless proactive measures, implemented through the policies and implementation strategies below, are taken to facilitate the development of new affordable housing[9] in this area. These housing units would also provide an opportunity for potentially displaced Glenwood

[8] Low- and moderate-income persons are defined by the U.S. Department of Housing and Urban Development (HUD) as those persons whose household incomes are less than 80% of Area Median Income (AMI). In 2010, 80% of AMI for a four-person household in Lane County was $46,000.

[9] The cost of housing is generally considered to be affordable when it equals no more than 30% of household income (for owners, housing cost includes mortgage, principle and interest, property taxes, and insurance; for renters, housing cost includes rent and utilities).

residents to continue to live in affordable dwellings located in a desirable riverfront setting near their current neighborhood.

Transportation is the second highest household cost behind shelter, so reducing transportation costs, especially for low- and moderate-income families, frees up income for housing and other essential household expenses, provides affordable access to jobs, and offers convenience if services cluster nearby in mixed-use areas. Requiring housing developers to provide parking onsite or nearby increases development costs and makes the resulting housing less affordable. To help encourage reduced vehicle usage and provide for more choice on housing costs, this section also includes policy direction to evaluate and develop special parking standards. In coordination with the policy direction included in the Transportation Chapter, these standards should provide sufficient parking to meet demand while supporting Plan goals for housing and multimodal transportation.

Objective:
Facilitate the development of new high-density housing units, including affordable housing units, that enable residents from a wide range of economic levels, household sizes, and ages to live in the Glenwood Riverfront.

Policies & Implementation Strategies:

- *Provide financial incentives for the development of new high-density housing units, including affordable housing units, through SEDA's tax increment-funded programs, as funding becomes available.*
    - *Pursue opportunities to collaborate with SEDA to set aside captured tax increment funds for the development of affordable housing.*
    - *Explore the feasibility of collaborating with SEDA to require the execution of some form of a 'Community Benefit Agreement'[10] for housing development that receives financial support from SEDA.*
    - *Explore the feasibility of collaborating with SEDA to require new high-density housing units developed with the assistance of SEDA to provide a variety of unit sizes and occupancy opportunities.*
- *Provide financial incentives for the development of new high-density affordable housing units through local, state, and federally-funded housing and community development programs, as annexation occurs and funding becomes available.*
    - *Explore the feasibility of requiring new high-density housing units developed with the assistance of housing and community development programs to provide a variety of unit sizes and occupancy opportunities.*
    - *Consider prioritizing housing and community development investments for qualified housing and community development projects.*
    - *Explore the possibility of partnering with Eugene and Lane County, through the Intergovernmental Housing Policy Board, to establish a regional housing trust fund[11].*
    - *Establish a Vertical Housing Development Zone[12].*

[10] As defined by the Partnership for Working Families, a community benefit agreement is "a project-specific negotiated agreement between a developer and a broad community coalition that outlines the project's contributions to the community and ensures community support for the project."
[11] Housing trust funds are distinct funds established by city, county, or state governments that receive ongoing dedicated sources of public funding to support the preservation and production of affordable housing and increase opportunities for households to access decent affordable homes. Housing trust funds systematically shift affordable housing funding from annual budget allocations to the commitment of dedicated public revenue.

  - *Seek opportunities to landbank for affordable housing development.*
  - *Pursue opportunities to incentivize and support future innovative affordable housing options that may arise over the course of the Plan period.*
- *Prioritize and offer opportunities for Glenwood residents who qualify for new Springfield- and SEDA-assisted housing to relocate to such housing units.*
- *Scope and plan projects to effectively develop and implement programs that provide development incentives, such as density bonuses, to developers that agree to include affordable housing in their development mix.*
- *Evaluate and develop parking standards for inclusion in the Glenwood Riverfront Mixed-Use Plan District that: support Plan goals for housing that meet the needs of a range of households and supports multi-modal transportation choice; maximize efficient and economical use of the residential land supply; and provide sufficient parking to meet demand, in conjunction with an access system that provides balanced travel mode options.*

The Existing Housing Stock section of the Housing and Economic Development Chapter of the *Glenwood Refinement Plan* states "*At the time this Plan was prepared, over 60% of Glenwood's housing stock was comprised of travel trailers, mobile homes, and other manufactured dwelling units, many of which are located in the Glenwood Riverfront. Given the age, variety, and limited durability of these types of units, manufactured home park owners in the Glenwood Riverfront will face increased pressure to redevelop their land for more valuable mixed uses. Further, most of the manufactured home parks in the Glenwood Riverfront are served by aging and marginal onsite septic systems. As these systems fail, owners will face considerable expense to annex and connect to the public wastewater system. These costs may factor into owners' decisions to close existing manufactured home parks.*

Most existing manufactured home parks in the Glenwood Riverfront are now pre-existing non-conforming uses, either by zoning, plan designation, or both. As an example, if a developer came to Springfield to redevelop a mobile home park consistent with current zoning, prior to Plan adoption, (e.g., an industrial use on a property zoned and designated for that use), the same State regulations and levels of local assistance for displaced residents discussed above will apply. These mobile homes may remain as pre-existing non-conforming uses until such time the properties are redeveloped.

Objective:
Provide assistance to manufactured home park residents possibly displaced by the redevelopment of property in the Glenwood Riverfront.

Policies & Implementation Strategies:
- *Allow existing residential uses in manufactured home parks to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.*
- *Rely on State laws and regulations, while responding with applicable referrals to available services, to address the needs of individual manufactured home park tenants.*
- *Consider providing financial assistance for mandated expenses of relocation or displacement of residents from potentially closed manufactured home parks through SEDA's tax increment-funded programs, as funding becomes available.*

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[12] A Vertical Housing Development Zone (VHZ) is an area designated by local jurisdictions to encourage dense, mixed-use developments. Eligible projects within a VHZ may receive partial property tax exemptions, which vary based on the number of 'equalized floors' in the development, with a maximum property tax exemption of 80 percent over a 10-year period. An additional partial property tax exemption may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below).

- *Explore the feasibility of partnering with a non-profit or for-profit entity to acquire land and develop a new manufactured home park in Springfield or other affordable housing opportunities for relocating potentially displaced manufactured home park residents.*

Ten parcels comprising 1.42 acres in the Glenwood Riverfront contain single family dwelling units on land that was zoned and designated for residential uses prior to adoption of this Plan. This Plan designates these parcels as Employment Mixed-Use in the event of redevelopment during the Plan period, for the reasons described in the Land Use Chapter. Until such time as redevelopment occurs, these single family dwelling units may remain as pre-existing, non-conforming uses.

A majority of the housing stock in Glenwood is in need of major repair, and the need for rehabilitation, weatherization, and major system upgrades increases as the housing ages. In the event that emergency repairs are needed on these single family housing units, certain low-income property owners could be eligible for Federal housing and community development programs managed by Springfield and other public agencies. While these programs may change and/or evolve over time, Springfield has made many of these or similar programs available to the residents of Springfield over the past 30 years and anticipates continuing to do so, subject to continued Federal funding support. The Emergency Home Repair Program provides financial support for urgent home repairs to enhance health, safety, or accessibility, and the Springfield Home Improvement Program provides financial support for substantial home repairs.

In 2006, SEDA initiated a tax-increment funded Glenwood Residential Improvement Program, which is designed to provide low- and very low- income Glenwood residents the means to perform major repairs to their owner-occupied single family and duplex structures. Homeowners with qualifying homes on these single unit parcels in Glenwood Phase I may be eligible for this program. Further, Federal housing and community development programs managed by Springfield, and tax-increment funded programs managed by SEDA, may be used to provide financial incentives to income-qualified property owners to connect to public infrastructure, such as public wastewater facilities.

In the event these parcels are annexed for emergency health and safety purposes, additional Federal housing and community development programs provided by the City will be made available to income-qualified residents and property owners. These programs currently include: the Chore Program, which provides financial assistance towards home and yard maintenance for senior and disabled homeowners; the Springfield Home Ownership Program, which provides financial support for first-time homebuyers; and the Emergency Rental Assistance Program, which provides one-time emergency assistance to residents facing eviction for non-payment of rent.

Objective:
Support the maintenance of safe and sanitary existing single family dwelling units in the Glenwood Riverfront.

Policies & Implementation Strategies:

- *Allow existing residential uses to continue under the pre-existing non-conforming use provisions of the Springfield Development Code.*
- *Continue existing programs designed to help improve the housing stock through Federal housing and community development programs and tax increment funded programs.*

"Implementation Action 10.6: In order to control the effects of regulatory processes on housing price, strive to minimize the time taken to process land use and building permits, subject to the need to review projects in accordance with applicable regulations. Continue to give priority in the plan review process to permits for very low-income housing."

Glenwood Phase 1 provides updated standards that will reduce the time taken to process land use and building permits in Glenwood by 1) providing updated plans for infrastructure extension and design that will inform and expedite the annexation process and by 2) designating and zoning land for multi-family housing. Springfield gives priority in the plan review process to permits for very low-income housing.

Conclusion: Designating Subarea D Employment Mixed-Use and thus making existing manufactured dwelling parks non-conforming use is consistent with Policy A.25 in that it does one of the measures explicitly suggested in the policy for increasing the stability and quality of older residential neighborhoods – '[establishing]appropriate zoning.' In establishing appropriate zoning, Springfield balanced all comprehensive plan policies and proposed policies within the Phase I Glenwood Refinement Plan.

Further, it is important to note that the Plan designation for the Shamrock Homes LLC property as per the 1986/1999 Glenwood Refinement Plan was Industrial/Commercial/Multi-Family Residential Mixed Use. At the time that plan was adopted, designation of this property for Medium-Density Residential uses did no more to preserve the existing manufactured home parks than the current Employment Mixed-Use Designation applied to the property in the Glenwood Refinement Plan, Phase I adoption. Manufactured home parks are not permitted in Medium Density Residential districts, so simply resolving the Plan/Zone conflict that exists on the property by re-zoning this property Medium Density Residential (a required first step prior to re-development under the existing Plan Designation) would also render the existing manufactured home parks a pre-existing non-conforming use. Additionally, since the property is not designated for Manufactured Home Park uses, Springfield has seen no net loss in land designated for this use. In fact, Glenwood Phase I substantially increases the housing development capacity in Glenwood (50 du/net acre, Subarea A), so Glenwood Phase I actually increases the affordable housing options for the metropolitan area. While those amendments do not force any change to uses in existing manufacture home parks, any plans for changes to those uses to intensify or redevelop the affordable housing on the Shamrock Homes LLC would have faced difficulties under the previous designations and zoning of those properties.

B. Low-Density Residential Zoning for Manufactured Dwelling Parks

The acknowledged 1986/1999 Glenwood Refinement Plan contained the following policies for what, under that plan, was considered Subarea 9:

1. *This subarea shall be considered appropriate for:*
    - *Mixed use for parks, office and industrial parks and medium-density residential use on the east side of McVay Highway;*
    - *Low-density residential use for the two manufactured dwelling parks on the west side of McVay Highway;*
    - *Commercial use in the vicinity of 20th Avenue;*
    - *Park use for James Park and the old Glenwood school site; and*
    - *Light-Medium Industrial for the remainder of the subarea.*

2. *The City shall allow for appropriate zoning reflecting the land use designations within this subarea.*
    - *2.1 Allow for a mixture of zoning districts that would allow parks, office, and industrial parks, and medium-density residential use.*
    - *2.2 Allow manufactured dwelling parks to have Low Density Residential zoning.*
    - *2.3 Allow Neighborhood Commercial or Community Commercial zoning within the commercially designated area.*
3. *The City shall consider this area as appropriate for RV use.*
    - *3.1 Continue to allow RVs to replace RVs and manufactured dwellings in existing manufactured dwelling parks that contain RVs.*
4. *The City shall defer to Willamalane to consider the potential for future park development within the area adjacent to the Willamette River. (GRP 33-34)*

The first three policies represented the Glenwood Refinement Plan text that described the Refinement Plan Diagram and Zoning Map for Subarea 9. Therefore, since Glenwood Phase I amended both the Plan Diagram and the Zoning Map for the Glenwood Riverfront, the text in the plan describing these maps was similarly amended. As discussed above, Metro Plan policy A.25 directs Eugene and Springfield to increase the stability and quality of older residential neighborhoods by, among other actions, establishing appropriate zoning. As discussed above, the Phase I process included an analysis of appropriate zoning for all parcels within the Glenwood Riverfront consistent with the Metro Plan policy A.25 when considered in context of other applicable plan policies.

Policy 3, including Sub-policy (Implementation Action) 3.1, was included in the 1986/1999 Glenwood Refinement Plan to demonstrate clear conformance of the Glenwood Refinement Plan with Metro Plan Policy A.21: *"Allow manufactured dwelling parks as an outright use in low-density residential zones if the local jurisdiction's prescribed standards are met."* Since Glenwood Phase I determined that the appropriate zoning for the Glenwood Riverfront did not include Low-Density Residential, a policy that further articulates the uses permitted in a Low-Density Residential district no longer applies. Further, Springfield Development Code section 3.2-210 permits "RVs in existing RV or manufactured dwelling parks, unless the park rules prohibit the replacement of RVs" in all Low-Density Residential zoning districts. The Glenwood Refinement Plan, Phase I amendments continue to comply with Metro Plan policy A.21 and are consistent with policy A.25 for the reasons described above. For similar reasons, changes to the Glenwood Refinement Plan to eliminate applicability of those sub-policies in Phase I areas is consistent with the applicable Metro Plan policies, including policy A.25 when considered in context of other applicable plan policies.

Conclusion: Deletion of Sub-Policy (Implementation Action) 2.2 and replacement with Policy A.1.a.6., as articulated in Appendix 3 of the Springfield Development Code (Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use, as depicted in Figure 2), is consistent with Metro Plan Policy A.25. Deletion of Sub-policy (Implementation Action) 3.1 is similarly consistent with Metro Plan Policy A.25, especially since the implementing regulations of the Springfield Development Code continue to carry out and reflect the sub-policy's intent to allow for continued residential trailers, RVs, and manufactured home replacement.

SIXTH ASSIGNMENT OF ERROR – REGARDING STATEWIDE PLANNING GOALS 2 (LAND USE PLANNING) AND GOAL 12 (TRANSPORTATION) AND THE GOAL 12 RULE

LUBA remanded the Sixth Assignment of Error to address three subassignments of error. As discussed in Footnote #9, LUBA's decision applied the 2012 TPR. Accordingly, Springfield and Lane County respond to the Remand applying the 2012 TPR by:

I. Establishing a Multimodal Mixed-Use Area (MMA) under OAR 660-012-0060(10), as amended January 1, 2012, that allows the establishment of a Multimodal Mixed-Use Area (MMA) by amending the Glenwood Refinement Plan for Glenwood Phase 1; and

II. Amending the adopted Phase I Glenwood Refinement Plan and Springfield Development Code Sections 3.4-245 and Appendix 3 to reflect the establishment of the MMA refinement plan designation for the Glenwood Riverfront to comply with the TPR and eliminate any requirement to address whether the amendments to the Glenwood Refinement Plan, Phase I necessitate a finding of no "significant effect" on existing or planned transportation facilities as described in findings below.

INTRODUCTION

What is an MMA?

The MMA designation is applied by local governments to downtowns, town centers, main streets, or other areas inside Urban Growth Boundaries where the local government determines that there is and/or is planned to be:

- High-quality connectivity to and within the area by modes of transportation other than the automobile;
- A denser level of development of a variety of commercial and residential uses than in surrounding areas;
- A desire to encourage these characteristics through development standards; and
- An understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off.

How does the MMA work?

The flexibility gained by the MMA designation comes from the lifting of a requirement in the Transportation Planning Rules (TPR) to apply automobile congestion standards to the review of certain land use changes. Specifically, a local jurisdiction does not need to apply local or state congestion performance standards when evaluating proposed plan amendments against the TPR in OAR 660-012-0060. The act of designating an MMA is also not subject to significant effect evaluation requirements under this rule.

What actions, standards and policies does an MMA affect?

The MMA only applies to land use actions subject to TPR requirements in OAR 660-012-0060, including comprehensive plan and zoning map amendments, as well as plan and land use regulation text amendments. Within an adopted MMA, these land use decisions need not be tested for "significant effect" for performance standards related to motor vehicle traffic congestion. Other transportation performance standards and policies – including those addressing safety, other modes of transportation, network connectivity, and freight accessibility – still apply. Where there are concerns about meeting other performance standards and policies, the MMA designation action could provide for monitoring, potential triggers and/or management strategies to address the concerns.

I. FINDINGS OF COMPLIANCE WITH OAR 660-12-0060(10) FOR GLENWOOD PHASE I

"Notwithstanding sections (1) and (2) of this rule, a local government may amend a functional plan, a comprehensive plan or a land use regulation without applying performance standards related to motor vehicle traffic congestion (e.g. volume to capacity ratio or V/C), delay or travel time if the amendment meets the requirements of subsection (a) of this section. This section does not exempt a proposed amendment from other transportation performance standards or policies that may apply including, but not limited to, safety for all modes, network connectivity for all modes (e.g. sidewalks, bicycle lanes) and accessibility for freight vehicles of a size and frequency required by the development.
(a) A proposed amendment qualifies for this section if it:
(A) is a map or text amendment affecting only land entirely within a multimodal mixed-use area (MMA); and
(B) is consistent with the definition of an MMA and consistent with the function of the MMA as described in the findings designating the MMA.
(b) For the purpose of this rule, "multimodal mixed-use area" or "MMA" means an area:"

Section (10)(b)(A) requires the MMA to be an area ***"with a boundary adopted by a local government as provided in subsection (d) or (e) of this section and that has been acknowledged;"***

Findings: Exhibit 12-1 includes proposed text describing the MMA and a map (revised Figure 2) of the proposed MMA boundary as an amendment to the Glenwood Refinement Plan. Exhibit 12-2 depicts the affected Tax Lots shown on revised Figure 2. Exhibit 12-3 includes proposed text as an amendment of the Springfield Development Code (SDC). The proposed MMA boundary is identical to the Glenwood Phase I boundary.

Conclusion: This requirement can be met through the adoption and acknowledgement of the proposed MMA boundary in the Glenwood Refinement Plan and the SDC through the Remand process. See also the response to OAR 660-012-0060(d).

Section (10)(b)(B) Requires MMAs to be located ***" entirely within an urban growth boundary;"***

Findings: The jurisdiction of Glenwood was transferred to Springfield on December 12, 1998 through a joint adoption of a Metro Plan amendment by the cities of Springfield and Eugene and by Lane County (Springfield Jo. No. 98-09-199 – Ordinance 5900). The jurisdictional transfer means that Glenwood, including Glenwood Phase I, is entirely within Springfield's UGB.

Conclusion: The proposed MMA boundary is located within Glenwood Phase I, which is within Springfield's UGB. This requirement is met.

Section (10)(b)(C) requires MMAs to have "***adopted plans and development regulations that allow the uses listed in paragraphs (8)(b)(A) through (C) of this rule and that require new development to be consistent with the characteristics listed in paragraphs (8)(b)(D) through (H) of this rule;"***

The proposed MMA amendments are included in adopted plans and development regulations that allow the uses listed in (8)(b)(A) through (C) and require consistency with the characteristics listed in (8)(b)(D) through (H) of the TPR as described in OAR 660-012-0060(10) and the findings below.

Subsection (8)(b)(A) requires MMAs to allow ***"A concentration of a variety of land uses in a well-defined area, including the following:"***

Findings: The proposed MMA is centered on Franklin Boulevard and McVay Highway. Glenwood Phase I allows a variety of mixed-use high-density residential, commercial, office and employment uses as specified in Exhibit 12-4 (SDC 3.4-250).

Conclusion: The proposed MMA allows a variety of land uses within a well-defined area. This requirement is met.

Subsection (8)(b)(A)(i) requires MMAs to allow ***"Medium to high density residential development (12 or more units per acre)."***

Findings: Glenwood Phase I allows high density residential development in Subareas A, B, and C as specified in Exhibits 12-4 (SDC 3.4-250) and 12-5 (SDC 3.4-245) as a primary use. The minimum density is 50 dwelling units per net acre. There is no maximum density. There is no building height limitation except within the Willamette Greenway boundary as specified in Exhibit 12-7 (SDC 3.4-270).

Conclusion: The proposed MMA exceeds the minimum density of 12 dwelling units per acre. This requirement is met.

Subsection (8)(b)(A)(ii) requires MMAs to allow **"*Offices or office buildings.*"**

Findings: Glenwood Phase I allows offices (professional, scientific, and technical services) in Subareas A, B, C, and D as primary or secondary uses and office buildings (office employment uses) in Subareas B, C and D as primary uses as specified in Exhibits 12-4 (SDC 3.4-250) and 12-5 (SDC 3.4-245).

Conclusion: The proposed MMA allows offices and office buildings. This requirement is met.

Subsection (8)(b)(A)(iii) requires MMAs to allow **"*Retail stores and services.*"**

Findings: Glenwood Phase I allows retail stores and services (retail sales and services) in Subareas A,B, C, and D as secondary uses as specified in Exhibits 12-4 (SDC 3.4-250) and 12-5 (SDC 3.4-245).

Conclusion: The proposed MMA allows retail stores and services. This requirement is met.

Subsection (8)(b)(A)(vi) requires MMAs to allow ***"Restaurants"***

Findings: Glenwood Phase I in its entirety allows restaurants (eating/drinking establishments) as specified in Exhibits 12-4 (SDC 3.4-250) and 12-5 (SDC 3.4-245) as either a primary or secondary use.

Conclusion: The proposed MMA allows restaurants. This requirement is met.

Subsection (8)(b)(A)(v) requires MMAs to allow ***"Public open space or private open space which is***

available for public use, such as a park or plaza."

Findings: Glenwood Phase I in its entirety allows parks and open space for public use as specified in Exhibits 12-4 (SDC 3.4-250) and 12-5 (SDC 3.4-245) as part of the Riverfront Linear Park/multi-use path required along the entire Glenwood Riverfront and the Neighborhood Urban Park Blocks required in Subarea A.

Conclusion: The proposed MMA allows public open space. This requirement is met.

Subsection (8)(b)(B) requires MMAs to ***"Generally include civic or cultural uses."***

Findings: Glenwood Phase I allows civic uses (public uses including, but not limited to police and fire stations) in Subarea C as specified in Exhibits 12-4 (SDC 3.4-250) and 12-5 (SDC 3.4-245). Educational facilities are permitted in all Subareas as either a primary or secondary use. Historic and cultural resources are addressed as specified in Exhibit 12-7 (SDC 3.4-270).

Conclusion: The proposed MMA includes civic and cultural uses. This requirement is met.

Subsection (8)(b)(C) requires MMAs to allow ***"A core commercial area where multi-story buildings are permitted."***

Findings: Glenwood Phase I, Subareas B, is designated Commercial Mixed-Use and allows commercial and office uses as specified in Exhibits 12-4 (SDC 3.4-250) and 12-5 (SDC 3.4-245). There is a building height minimum of two stories, and there is no building height limitation except within the Willamette Greenway boundary as specified in Exhibit 12-6 (SDC 3.4-275D.).

Conclusion: The proposed MMA allows for a commercial core where multi-story buildings are permitted. This requirement is met.

Subsection (8)(b)(D) requires MMAs to have development standards where ***"buildings and building entrances [are] oriented to streets."***

Findings: Glenwood Phase I, in its entirety, requires proposed buildings and building entrances to be oriented to streets as specified in Exhibit 12-6 (SDC 3.4-275) – Orientation/entrances (Subsection G.) and build- to lines and maximum building setbacks (Subsection H.)

Conclusion: The proposed MMA has development standards where buildings and building entrances are oriented to streets. This requirement is met.

Subsection (8)(b)(E) requires MMAs to have ***"street connections and crossings that make the center safe and conveniently accessible from adjacent areas."***

Findings: As required by Springfield Development Code Section 3.4-270A., a collector and local street grid system will serve Subareas A, B and C with short blocks and pedestrian-friendly larger block development sites by providing through block streets or accessways every 250 to 350 feet, as depicted in Exhibit 12-9 (Figure 4). The north/south streets in this grid will intersect Franklin Boulevard, which is being redesigned as a pedestrian- and transit-oriented hybrid multi-way boulevard

A street network similar in functionality to the street grid in the Franklin Riverfront that supports mixed-use development adjacent to McVay Highway, enhances multi-modal internal circulation, disperses traffic, facilitates walking and biking, orients development to a public realm, and enables clear and direct physical and visual routes between McVay Highway and the riverfront will be established at the time development is proposed in accordance with Springfield Development Code Section 3.4-270A.. Primary east-west streets will be located eastward from intersections with McVay Highway, which will be re-designed and re-constructed as a multi-modal transportation facility, in the vicinity of three future intersections as specified in Exhibit 12-10 (Figure 10), and access to individual development sites will be established via connections to the primary east-west streets or connections to shared driveways with special design considerations for minimizing out-of-direction travel, traffic congestion, and conflicting turning movements.

Conclusion: The proposed MMA has street connections and crossings that make the center safe and convenient, and accessible from adjacent areas. This requirement is met.

Subsection (8)(b)(F) requires MMAs to have **"*a network of streets and, where appropriate, accessways and major driveways that make it attractive and highly convenient for people to walk between uses within the center or neighborhood, including streets and major driveways within the center with wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting and onstreet parking.*"**

Findings: The network of streets is discussed above. Glenwood Phase I in its entirety address the following topics as specified in Exhibit 12-7 (SDC 3.4-270) Subsection A, (Public Streets, Alleys and Sidewalks); Subsection B. (Street Trees and Curbside Planter Strips); Subsection C. (Lighting); and Subsection G. (Vehicle/Bicycle Parking and Loading Standards).

All local streets will be developed consistent with maximum speeds of 20 miles per hour, and the elevation and appearance of sidewalks will be maintained where crossed by vehicular access points. A maximum of one through alley per block face may be considered to provide service access to mixed-use inner block development sites, and access to inner block development from north/south streets is limited unless access for loading, parking, and/or collection services is not possible from east-west streets. The frequency of curb cuts, loading docks, garage entrances, and driveways will be kept to a practical minimum, ideally no more than one vehicular access point per block face on east/west service streets.

All streets will provide for direct, continuous, and safe bicycle travel along both sides of the streets, and all streets will include wide, setback sidewalks that are buffered from traffic flow on both sides of the street. Traffic calming techniques, such as reduced lane widths, raised crosswalks and intersections, mini roundabouts, and pedestrian priority crossings are required for all streets.

Short-term on-street parking will be provided on both sides of streets, with the exception of the riverfront street, which will only have parking on the south (development) side of the street.

All development is required to enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement

treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, public art, street lights, and pedestrian scale lighting.

Conclusion: The proposed MMA has a network of streets and, where appropriate, accessways and major driveways that make it attractive and highly convenient for people to walk between uses within the center or neighborhood, including streets and major driveways within the center with wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting and onstreet parking. This requirement is met.

Subsection (8)(b)(G) requires MMAs to have ***"one or more transit stops (in urban areas with fixed route transit service)."***

Findings: The Lane Transit District provides transit service for the Eugene-Springfield metropolitan area. Franklin Boulevard currently has fixed-route bus rapid transit (EM-X) service with three existing transit stations. The Franklin Multi-way Boulevard redesign will relocate these transit stations with the intent to make them compatible with future redevelopment. Exhibit 12-7 (SDC 3.4-270K.) addresses the location of Transit Stations.

McVay Highway currently also has fixed-route transit service with five existing transit stops. Future re-design of McVay Highway will relocate these transit stops with the intent to make them compatible with future development. LTD is currently evaluating the feasibility of extending high frequency transit service along this corridor. Exhibit 12-7 (SDC 3.4-270K.) addresses the location of Transit Stations.

Conclusion: The proposed MMA has more than one transit stop. This requirement is met.

Subsection (8)(b)(H) requires regulations within MMAs to ***"limit or do not allow low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services."***

Findings: Glenwood Phase I, Subareas A, B and C do not permit Industrial uses; Subarea D is designated Employment Mixed-Use and allows for light manufacturing uses that are limited as specified in Exhibits 12-4 (SDC 3.4-250), 12-5 (SDC 3.4-245) and 12-7 (SDC 3.4-270). Minimum building height in all of Glenwood Phase I is two stories.

Exhibit 12- 8 (SDC 3.4-255) lists over 20 uses that are prohibited within Glenwood Phase I, a portion of which pertain to automobile-related uses. Drive-through facilities and services are included in this list with the exception of a portion of Subarea D south of the Union Pacific railroad trestle. Drive-through facilities in this portion of Subarea D must meet specific standards that limit this use and are intended to limit disruption of on and off-site pedestrian and bicycle traffic as specified in Exhibit 12-8 (SDC3.4-255).

Conclusion: The proposed MMA limits and does not allow low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services. This requirement is met.

Section (10)(b)(D) requires MMAs to have ***"land use regulations that do not require the provision of off-street parking, or regulations that require lower levels of off-street parking than required in***

other areas and allow flexibility to meet the parking requirements (e.g. count on-street parking, allow long-term leases, allow shared parking); and"

Findings: Glenwood Phase I in its entirety has no minimum off-street parking requirement; there are maximum parking standards as specified in Exhibit 12-7 (SDC 3.4-270), Subsection G. (Vehicle/Bicycle Parking and Loading Standards). The maximum vehicle parking standards apply primarily to on-site surface parking. These standards require lower levels of off-street parking than required in other areas of Springfield and allow flexibility to meet the parking requirements by providing options to help meet parking maximums such as: a shared parking agreement; unbundled parking; car sharing; carpool and vanpool parking; subsidized transit passes; and establishment of alternative work schedules. There is a provision to allow additional parking over the maximum if the developer constructs a parking structure.

Conclusion: The proposed MMA does not require any minimum off-street parking and, therefore, requires lower levels of off-street parking than required in other areas and allows flexibility to meet the parking requirements. This requirement is met.

Section (10)(b)(D) requires the MMA to be ***"located in one or more of the categories below:***
(i) at least one-quarter mile from any ramp terminal intersection of existing or planned interchanges;
(ii) within the area of an adopted Interchange Area Management Plan (IAMP) and consistent with the IAMP; or
(iii)within one-quarter mile of a ramp terminal intersection of an existing or planned interchange if the mainline facility provider has provided written concurrence with the MMA designation as provided in subsection (c) of this section.
(c) When a mainline facility provider reviews an MMA designation as provided in subparagraph (b)(E)(iii) of this section, the provider must consider the factors listed in paragraph (A) of this subsection.
(A) The potential for operational or safety effects to the interchange area and the mainline highway, specifically considering:
(i) whether the interchange area has a crash rate that is higher than the statewide crash rate for similar facilities;
(ii) whether the interchange area is in the top ten percent of locations identified by the safety priority index system (SPIS) developed by ODOT; and
(iii)whether existing or potential future traffic queues on the interchange exit ramps extend onto the mainline highway or the portion of the ramp needed to safely accommodate deceleration.
(B) If there are operational or safety effects as described in paragraph (A) of this subsection, the effects may be addressed by an agreement between the local government and the facility provider regarding traffic management plans favoring traffic movements away from the interchange, particularly those facilitating clearing traffic queues on the interchange exit ramps."

Findings: The southeast boundary of Springfield's UGB and Glenwood Phase 1 are approximately 1,700 feet (over one-quarter mile) from a ramp terminal intersection of an existing (Exit 189) Interstate 5 interchange. The Glenwood Phase I boundary is also located approximately 2,500 feet (over one-quarter mile) from a ramp terminal intersection of an existing (Exit 191) Interstate 5 interchange. No future interchanges are planned in this part of the metropolitan area.

Conclusion: The proposed MMA is located at least one-quarter mile from any ramp terminal intersection of existing or planned interchanges. This requirement is met.

"(d) A local government may designate an MMA by adopting an amendment to the comprehensive plan or land use regulations to delineate the boundary following an existing zone, multiple existing zones, an urban renewal area, other existing boundary, or establishing a new boundary. The designation must be accompanied by findings showing how the area meets the definition of an MMA. Designation of an MMA is not subject to the requirements in sections (1) and (2) of this rule.
(e) A local government may designate an MMA on an area where comprehensive plan map designations or land use regulations do not meet the definition, if all of the other elements meet the definition, by concurrently adopting comprehensive plan or land use regulation amendments necessary to meet the definition. Such amendments are not subject to performance standards related to motor vehicle traffic congestion, delay or travel time."

Findings: Subsection (d) applies because the proposed establishment and adoption of an MMA for Glenwood Phase I will meet the intent of the MMA definition as addressed above. See also Subsection (10)(a)(A) (B)(b)(A).

Conclusion: Adoption of the amended Glenwood Refinement Plan and the SDC amendments discussed in Exhibits 12-1 through 12-3 will implement the proposed MMA. This requirement is met.

II. AMENDMENTS TO THE PHASE I GRP AND SDC TO REFLECT ESTABLISHMENT OF MMA

Please refer to Exhibits 12-1, 12-2, AND 12-3.

SEVENTH ASSIGNMENT OF ERROR – REGARDING STATEWIDE PLANNING GOAL 15 (WILLAMETTE GREENWAY).

Springfield and Lane County will:

I. Amend the adopted Phase I Glenwood Refinement Plan (GRP) and Springfield Development Code (SDC) Sections 3.4-280, 4.3-115, and Appendix 3 to reflect the establishment of a Greenway Setback Line in the Glenwood Riverfront consistent with Statewide Planning Goal 15.

II. Address the LUBA Remand topics pertaining to Statewide Planning Goal 15.

INTRODUCTION

Glenwood Phase 1 proposed to: Establish a coincident Greenway Setback Line and Riparian Setback of 75 feet measured from the top of bank as specified in the proposed Glenwood Mixed-Use Riverfront Plan District, Section 3.4-280. The intent of the coincident setbacks was to have only one setback line for developers to establish, thus reducing time and cost to the applicant. No adjustment of the 150 foot Willamette Greenway boundary was proposed. LUBA remanded the Seventh Assignment of Error to address one subassignment of error. Specifically, that Springfield and Lane County demonstrate that the Greenway Setback established in Glenwood Phase I is consistent with acknowledged Greenway Plans and considers inventoried resources.

I. AMENDMENTS TO THE PHASE I GRP & SDC TO COMPLY WITH THIS LUBA REMAND TOPIC

Please refer to Exhibits 15-4 and 15-5.

II. LUBA REMAND TOPIC

The LUBA Remand requires Springfield to address the following topic:

A. Inventory – Demonstrate that the proposed Willamette Greenway Setback Line is based on protection of resources as identified in Greenway inventories.

RESPONSE

Background:

- 1973 – The Oregon legislature passed the Willamette River Greenway Act House Bill 2497 (ORS 390.310-368), which established ties to a comprehensive state land use law (Oregon Senate Bill 100) passed that same year.
- 1975 – The Oregon Department of Land Conservation and Development included the Willamette River Greenway as one of nineteen Goals for statewide planning.
- 1976 – On November 6, Lane County approved moving the Willamette Greenways's south bank from Franklin Boulevard to a line 150 feet from the ordinary low water line. (Eugene Register Guard article dated November 7, 1976.)
- 1979 – The Draft Metro Area General Plan Background Report – "Goal 15 Willamette River Greenway. The Willamette River Greenway is the subject of individual planning processes by Eugene, Springfield and Lane County within the metropolitan area. The draft Plan includes a specific element reflecting the decisions resulting from those processes and elaborates on some of the concepts of the Greenway as they might be applied to other metropolitan area waterways. The Greenway is depicted on Auxiliary Map 2 in the draft Plan" (See also 1982 Metro Plan acknowledgement).
- 1980 – Lane County adopted the Willamette River Greenway Plan (See Exhibit 15-1) by Ordinance 783 on February 27, 1980 as specified in ORS 390.318. **Note: At this time, Glenwood was under the jurisdiction of Lane County.**
- 1980 – The Willamette Greenway Subdistrict adopted as part of the Springfield Zoning Code. Section 13.04 discusses a Greenway Setback Line for those lands along the Willamette River within Springfield's jurisdiction.
- 1982 – The Eugene-Springfield Metropolitan Area Plan, acknowledged by LCDC, contained Willamette Greenway policies. The jurisdictional area of the *Metro Plan* (i.e., Metro Plan Boundary) was found to be in compliance with Goal 15 on September 12, 1982.
- 1983 – The Comprehensive Zoning Code of the City of Springfield regarding the Greenway Setback Line is amended by Ordinance 5261.
- 1984 – On October 15, 1984 Springfield adopted Ordinance 5268 regarding Glenwood based on the 1984 Jurisdictional Study. Alternative No. 2 was approved giving Glenwood to Eugene. **Note: Prior to this date Glenwood was under the jurisdiction of Lane County.**
- 1986 – Springfield Development Code is adopted including the Willamette Greenway (WG) Overlay District. The WG Overlay District, currently Section 3.3-300, has not been amended since. The Greenway Setback Line in Springfield was established as top of bank.
- 1990 – Eugene adopts the Glenwood Refinement Plan (Ordinance 19713). The GRP referenced Section 9.260 of the Eugene Code that regulates development within the Willamette Greenway. The

adopting staff report addressed Statewide Planning Goal 15 as follows: "Goal 15 is intended to protect and enhance the quality of the Willamette River by creating the Willamette greenway. Glenwood has extensive frontage along the Willamette River. The refinement plan provides guidelines for development within the Willamette River greenway. It also provides for bicycle and pedestrian access along the riverbank." (Ref. Exhibit C P. 3)

- 1998 – On November 16th, by Ordinance 5900, the Springfield Council approves the transfer of the jurisdiction of Glenwood from Eugene to Springfield. **Note: Prior to this date, Glenwood was under the jurisdiction of Eugene.**
- 1999 – On November 8th Springfield adopts Ordinance 5944, the Glenwood Refinement Plan with no policy changes. The Glenwood Refinement Plan contained Site Development Guidelines, that established a 20 to 35 foot Greenway Setback Line *"…from the top of the riverbank, unless the location of the floodway boundary requires a greater separation."* (Ref. P. 37)
- 2001- The National Marine Fisheries Service (NMFS) endorsed the concept of a 75 foot "Salmon Setback" which would preclude development and an additional 75 feet of limited impact area to make up a 150 foot "salmon recovery zone" along the bank of the Willamette River.
- 2002 – Riparian standards were adopted by Springfield (ref. SDC Section 4.3-115) implementing Federal regulations imposed by the Clean Water Act, the Endangered Species Act and the Safe Drinking Water Act establishing a 75 foot setback, measured from the top of bank.
- 2003 – Letter from Rob Hallyburton, Community Services Manager, DLCD, to Greg Mott, Susan Muir and Kent Howe regarding the Eugene-Springfield Metro Plan Periodic Review Work Program Modification – Deletion of Task 6 (Order 001578). "The director is authorized to grant a modification to an approved periodic review work program if requested by a local government pursuant to OAR 5660-025-0170(1)(c). The rationale was that the Willamette River Greenway work task did not relate to economic development, housing, public facilities and services, or urbanization.
- 2004 – On November 23, Salix Associates prepared a *"Report on Establishment of a Draft Willamette River Greenway Setback Line on the South and West Sides of the Willamette River Glenwood (Springfield), Oregon"* (See Exhibit 15-2) as part of the 48-acre Glenwood Specific Area Plan Report. The report discussed the "Salmon Setbacks" cited earlier. The report included aerial photos that showed the boundaries of the vegetative fringe along the Willamette River in Glenwood. Field mapping was also used to establish the proposed Greenway Setback Line. This recommended Greenway Setback Line in that report was not adopted by the Springfield Council at that time.
- 2005 – The Springfield Council adopted amendments to the Glenwood Refinement Plan, Subarea 8, and the Springfield Development Code, the Glenwood Riverfront Plan District, SDC Section 3.4-200. The Glenwood Specific Area Plan, aka the Glenwood Riverfront Plan, was never officially adopted by the City. However the existing SDC Section 3.4-205B., states: *"The GR regulations also implement the guiding principles of the "Glenwood Riverfront Plan"*; and, in Subsection D., there is a reference to the Willamette Greenway Overlay District. The Glenwood Specific Area Plan did show the 75 foot riparian setback, but there is no mention of the salmon setback or the salmon recovery zone.
- 2005 – The Springfield Hearings Official established a Greenway Setback Line (SHR 2005-00004) on the Marvin property (Assessor's Map 17-03-34-41, TL 00100). The decision required a recorded survey showing *"… the existing riparian vegetation line…."* that delineated the variable-width setback line.
- 2005 - The Lane Council of Governments published *Willamette River Greenway Activity in the Metro Region (1987-2004).* The document stated: "The Land Conservation and Development Commission adopted orders approving the Oregon Department of Transportation's Willamette River Greenway Plan segments for Lane County and the Cities of Eugene and Springfield where those plans were reflected in the acknowledged Metro Plan" (Ref. P. 2) "Conclusion Activities permitted in the

greenway area in the City of Springfield from 1987-2004 are shown to be within the intent of Goal 15: The Willamette River Greenway," (Ref. P. 5)

- 2012 – The Springfield Planning Commission established a Greenway Setback Line (TYP312-00004) on the Shinn property (Shamrock Mobile Home Park - Assessor's Map 17-03-34-44, TL 00301). The application included a Site Inventory of Natural Resources. The variable-width Greenway Setback ranges from 5 feet to 85 feet.
- 2014 – Salix Associates completed a Report on Establishing a Draft Greenway Setback Line for the Willamette River Greenway in Glenwood. This report is an update of the 2004 Salix and Associates report (See Exhibit 15-3).

Findings:
The 2014 Salix Associates *"Report on Establishing a Draft Greenway Setback Line for the Willamette River Greenway in Glenwood"* updates the 2004 Salix Associates Report and focuses on providing the technical evidence needed to support meeting three of the criteria associated with establishing a Greenway Setback Line in Springfield (SDC 3.3-325); *"C. Significant fish and wildlife shall be protected"; "D. Identified scenic qualities and view-points shall be preserved"; and "F. The natural vegetative fringe along the river shall be enhanced and protected to the maximum extent practical."*

Since the determination of the Greenway Setback Line will continue to be established as development and/or redevelopment occurs, staff contends the following additional criteria of approval under SDC 3.3-325 do not require to be addressed now, but at the time of development approval: "*A. Local, regional and State recreational needs shall be provided for consistent with the carrying capacity of the land. The possibility that public recreation use might disturb adjacent property shall be considered and minimized to the greatest extent possible;" "B. Adequate public access to the river shall be provided*"; "*E. The maintenance of public safety and protection of public and private property, especially from vandalism and trespass shall be provided for, to the maximum extent practicable";* and "*H. Developments shall be directed away from the river to the greatest possible degree; provided, however, lands committed to urban uses shall be permitted to continue as urban uses, including port, public, industrial, commercial and residential uses, uses pertaining to navigational requirements, water and land access needs and related facilities."*

Under SDC 3.3-325 Criterion *"G. The location of known aggregate deposits shall be considered. Aggregate extraction may be permitted outside the Greenway Setback Area subject to compliance with State law, the underlying zoning district and conditions of approval designed to minimize adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, quiet and safety and to guarantee reclamation"* does not apply because there are no known (inventoried) aggregate deposits located within the Glenwood Riverfront.

Springfield is placing the 2014 Salix Associates Report, which will be made available to property owners and developers as a resource tool, in the record and is amending the Glenwood Refinement Plan (See Exhibit 15-4) and the Springfield Development Code (See Exhibit 15-5) to eliminate the 75-foot Greenway Setback (coincident with the established 75-foot Riparian Setback) and establish a variable-width Greenway Setback. The Greenway Setback, when established on a case by case basis at the time of development, will protect the inventoried resources discussed in the 2014 Salix Associates Report. The proposed amendments of the Glenwood Refinement Plan and the Springfield Development Code do not change what may occur within the setback area (water-dependent and water-related uses), but establish a variable-width setback based on protection of inventoried resources.

Conclusion:

The Willamette River Greenway Plan adopted by Lane County in 1980 is the metropolitan area's initial Greenway development and management plan based on consideration of the Goal 15 resources and considerations identified in that Plan and subsequent refinements. The Metro Plan was found to be in compliance with Statewide planning Goal 15 in 1982. In 2004, the Salix Associates Report was prepared to inform the establishment of a Greenway Setback Line based upon existing riparian vegetation and other resources along the entire Willamette River frontage in Glenwood Phase I, but the recommendations were not adopted by the Springfield Council at that time. The 2014 Salix Associates Report provides the basis for the establishment of a variable Greenway Setback Line based upon a protection of natural resources. The actual Greenway Setback Line will be established on a case-by-case basis as development/redevelopment occurs. Springfield and Lane County will comply with this Remand topic regarding Statewide Planning Goal 15 with adoption of the proposed amendments to the Glenwood Refinement Plan and the Springfield Development Code as described above.

CONCLUSION

On the basis of this record, the proposed Glenwood Phase 1 supplemental findings, Glenwood Refinement Plan diagram and text amendments, and the Springfield Development Code amendments have been addressed under the LUBA Remand and are found to be consistent with the criteria of Springfield Development Code Sections SDC Section 5.6-115 A.-B.

SHAMROCK HOMES, LLC SETTLEMENT AMENDMENTS

The revised refinement plan designations in the Goal 12 discussion above include one change to where different refinement plan designations and zoning will apply to property located at Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, currently owned by Shamrock Homes, LLC. That change reflected in the Glenwood Refinement Plan, Springfield Zoning Map, and the Springfield Development Code is due to concerns brought forward by the property owner during the public process. As detailed in Exhibit S, the 14.29 acres in Subarea D comprised of the aforementioned tax lots (10.85 acres east of McVay Highway and 3.74 acres west of McVay Highway) is to be designated Commercial Mixed-Use/Multimodal Mixed-Use Area rather than Employment Mixed-Use/Multimodal Mixed-Use Area, and the zoning is to be Commercial Mixed-Use rather than Employment Mixed-Use. This change from Employment Mixed-Use to Commercial Mixed-Use is based on the findings supporting the initial Ordinance No. 6279 (June 18, 2012) and this remand ordinance, as further supplemented by the findings below.

CONSISTENCY WITH STATEWIDE PLANNING GOALS (SDC 5.14-135C.1.)

Goal 1, Citizen Involvement: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use was the subject of a public notice dated March 12, 2014 prior to consideration by the City Council, as required by the city's acknowledged program for citizen participation.

Goal 2, Land Use Planning: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use was made consistent with the substantive and procedural requirements of the statewide planning goals, the Metro Plan, and refinement plans.

Goal 3, Agricultural Land: This goal does not apply inside an urban growth boundary.

Goal 4, Forest Land: This goal does not apply inside an urban growth boundary.

Goal 5, Natural Resources, Scenic and Historical Areas, and Open Space: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use has no impact on any acknowledged inventory of Goal 5 resources. Neither does it affect any acknowledged Goal 5 regulation. Therefore, Goal 5 is not triggered.

Goal 6, Air, Water and Land Resources Quality: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use is neutral in terms of compliance with state and local standards and programs relating to land, air and water quality.

Goal 7, Areas Subject to Natural Hazards: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use is neutral in terms of compliance state and local law that protects life and property from natural hazards. At this location flooding is the principal hazard. No additional area in the floodplain will be potentially developable due to this shift.

Goal 8, Recreational Needs: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use is neutral in terms of compliance with state and local park plans and regulations. The same recreational policies and regulations will apply, and the same footprint of development will be allowed.

Goal 9, Economic Development: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use will increase the Commercial Mixed-Use/Multimodal Mixed-Use acreage in the Phase 1 area from 14.58 acres to 28.87 acres. It will decrease the Employment Mixed-Use/Multimodal Mixed-Use in the Phase 1 area from 173.11 acres to 158.82 acres. The findings above justify the initially proposed Commercial Mixed-Use and Employment Mixed-Use designations and zoning in terms of the requirements of Goal 9, the Goal 9 rules, the Metro Plan and the relevant Metro Plan commercial and industrial inventory documents. The shift from Employment Mixed-Use to Commercial Mixed-Use designations and zoning for the modest amount of acreage involved here is not a material change with respect to any of the relevant standards addressed above.

Goal 10, Housing: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use is neutral in terms of Goal 10 housing issues.

Goal 11, Public Facilities and Services: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use is neutral in terms of public facilities issues.

Goal 12, Transportation: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use should have a positive impact on Goal 12 compliance. As the Remand findings above explain, the entirety of the Phase 1 area is being redesignated as a Multimodal Mixed-Use Area (MMA) under OAR 660-012-0060(10). This designation may be applied only to areas that meet strict state standards limiting auto-dependent uses. Under the new Glenwood Phase 1 zones, the Commercial Mixed-Use zone has more stringent standards with respect to auto use than the Employment Mixed-Use zone. It allows fewer auto-dependent uses. Thus, a shift to more Commercial Mixed-Use acreage, at the expense of Employment Mixed-Use acreage, further enhances the transportation objectives of the entire Phase 1 area.

Goal 13, Energy Conservation: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use is neutral in terms of energy conservation.

Goal 14, Urbanization: This goal does not apply, as no change is being made in the urban growth boundary.

Goal 15, Willamette River Greenway: The policy decision to make this acreage Commercial Mixed-Use rather than Employment Mixed-Use is neutral in terms of Greenway issues. The Greenway and the Greenway setback have been established for the subject property. No additional uses will be allowed in the Greenway as a result of this change.

Goals 16 through 19: These coastal and shore lands goals do not apply.

METRO PLAN INTERNAL CONSISTENCY (SDC 5.14-135C.2.)

The initial Ordinance No. 6279 found that the Phase 1 amendments did not make the Metro Plan internally inconsistent. The policy change from Employment Mixed-Use to Commercial Mixed-Use for the property located at Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 does not affect that conclusion.

REFINEMENT PLAN, PLAN DISTRICT AND SPRINGFIELD DEVELOPMENT CODE AMENDMENTS (SDC 5.6-115)

The initial Ordinance No. 6279 found that the Phase I amendments were in compliance with the standards for plan and code amendments. The policy change from Employment Mixed-Use to Commercial Mixed-Use for the property located at Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 does not affect that conclusion.

ZONING MAP AMENDMENTS (SDC 5.22-115C)

The initial Ordinance No. 6279 found that the Phase I zoning changes were in compliance with these standards for zone changes. The policy change from Employment Mixed-Use to Commercial Mixed-Use for the property located at Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 does not affect that conclusion.

EXHIBIT B
GLENWOOD REFINEMENT PLAN, PHASE I AMENDMENTS

REDESIGNATING 33.26 ACRES FROM RESIDENTIAL MIXED-USE TO RESIDENTIAL MIXED-USE/MULTIMODAL MIXED-USE AREA, 14.58 ACRES FROM COMMERCIAL MIXED-USE TO COMMERCIAL MIXED-USE/MULTIMODAL MIXED-USE AREA, 46.33 ACRES FROM OFFICE MIXED-USE TO OFFICE MIXED-USE/MULTIMODAL MIXED-USE AREA, AND 173.11 ACRES FROM EMPLOYMENT MIXED-USE TO EMPLOYMENT MIXED-USE/MULTIMODAL MIXED-USE AREA IN GLENWOOD PHASE I; REDESIGNATING AND REZONING 14.29 ACRES FROM EMPLOYMENT MIXED-USE/MULTIMODAL TO COMMERCIAL MIXED-USE/MULTIMODAL; AMENDING THE GLENWOOD REFINEMENT PLAN, PHASE I TEXT, DEVELOPMENT POLICIES AND IMPLEMENTATION STRATEGIES IN PORTIONS OF THE LAND USE AND OPEN SPACE CHAPTERS FOR GLENWOOD PHASE I; AND AMENDING THE FINDINGS OF TYP411-00005 AND TYP311-00001.

SECTION 1: The Glenwood Refinement Plan Diagram and Springfield Zoning Map under the Land Use and Built Form Chapter and the Land Use Section, Figure 2, is hereby amended as follows:

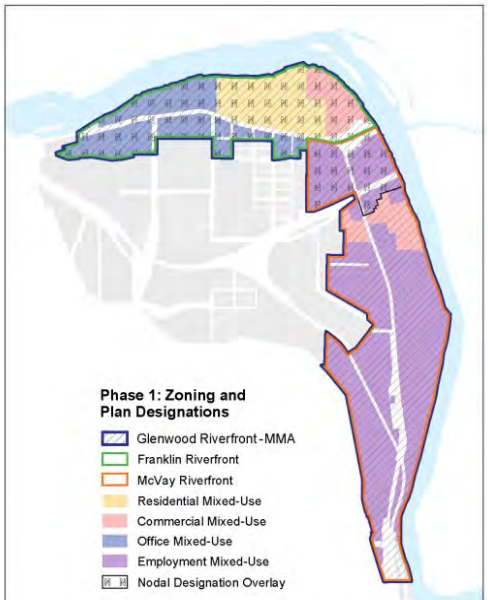
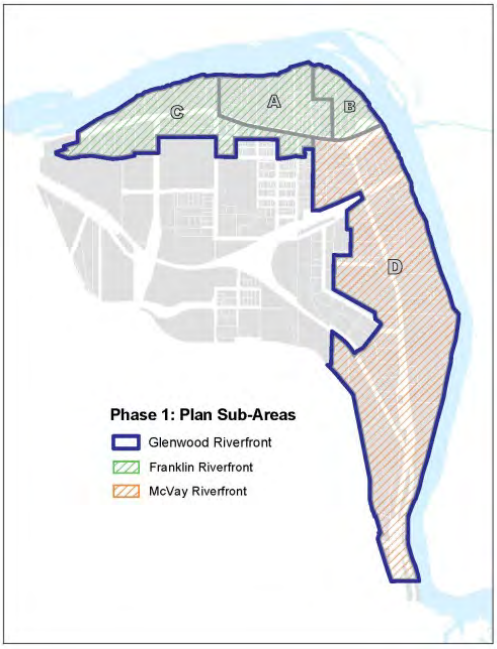


Figure 2

SECTION 2: The Glenwood Refinement Plan text under the Land Use and Built Form Chapter and the Land Use Section, the plan designation discussion is hereby amended as follows to add:

- "The Multimodal mixed-use area (MMA) is established where the local government determines that there is and/or is planned to be: high-quality connectivity to and within the area by modes of transportation other than the automobile; a denser level of development of a variety of commercial and residential uses than in surrounding areas; a desire to encourage these characteristics through development standards; and an understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off."

SECTION 3: The Glenwood Refinement Plan Diagram under the Land Use and Built Form Chapter and the Land Use Section, Figure 3, is hereby amended as follows:



SECTION 4: The Glenwood Refinement Plan text under the Land Use and Built Form Chapter and the Land Use Section, the Subarea D discussion is hereby amended as follows to add:

"Within Subarea D, Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 allow the primary and secondary uses associated with the Commercial Mixed-Use designation."

SECTION 5: The Glenwood Refinement Plan text under the Land Use and Built Form Chapter and the Land Use Section, "Policies & Implementation Strategies" is hereby amended as follows:

"Policies & Implementation Strategies:

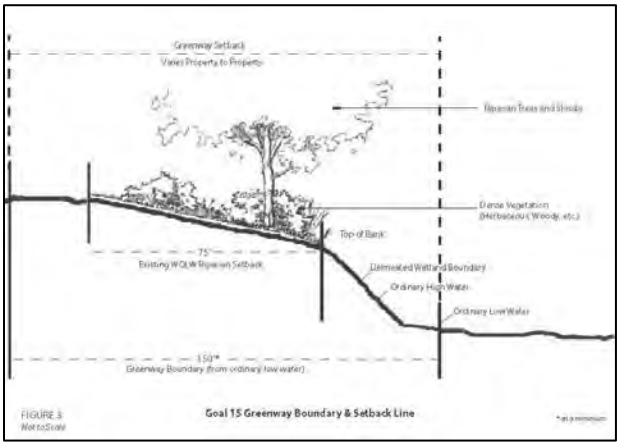
- Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the Metro Plan, and Multimodal Mixed-Use Areas (MMA), as defined in OAR 660-012-0060.
    - **<u>Delete the following bullet:</u>** Identify four Glenwood Riverfront Subareas with primary and secondary uses that are specific to each.
    - Maintain and expand the existing nodal designation boundary to include land on both sides of Franklin Boulevard from the I-5 Bridges to the Springfield Bridges and on both sides of McVay Highway between the Springfield Bridges and an area just south of the railroad trestle, as depicted in Figure 2.

- Designate and zone land north of Franklin Boulevard in between the northern extension of Henderson Avenue and the northern extension of McVay Highway as Residential Mixed-Use, as depicted in Figure 2.
- Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as well as Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.
- Designate and zone land on both sides of Franklin Boulevard from the I-5 Bridges to South Brooklyn Avenue as Office Mixed Use, as depicted in Figure 2.
- Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.
- Designate all land within the Phase I Glenwood Refinement Plan boundary a Multi-modal Mixed-Use Area (MMA), as depicted in Figure 2.
- Compliance with the Transportation Planning Rule (TPR). The TPR (OAR 660-012-0000, et seq.) requires that when making an amendment to a land use plan, a local jurisdiction shall put in place measures to ensure that land uses are consistent with the identified function, capacity and performance standards of a State or City facility, when the plan amendment has a significant effect on that facility. The TPR defines "significant effect" as reducing performance below the minimum acceptable standard in the relevant plan, or worsening the performance of a facility otherwise projected to perform below the minimum acceptable standard. However, a local government may amend a land use plan without applying the performance standards if the proposed amendment is entirely within a multimodal mixed-use area (MMA) (OAR 660-012-0060)."

SECTION 6: The Glenwood Refinement Plan text under the Open Space Chapter, the Natural Resources Section, the Wetlands & Riparian Areas Subsection beginning with "Statewide Planning Goal 15…", is hereby amended as follows:

"Statewide Planning Goal 15, Willamette River Greenway, requires a greenway boundary of 150 feet measured from the ordinary low water line, which allows development to occur within this zone as a discretionary use. Within this boundary, a Greenway Setback line is a also required to delineate where only water-dependent and water-related development may occur, such as boat ramps, multi-use paths, and viewing areas (Figure 3). For much of the Glenwood Riverfront, the location of the Greenway Setback Line has not been formally established. The Implementation Strategies discussed below include working with property owners to establish property-specific, variable-width Greenway Setback Lines in the Glenwood Riverfront, as depicted in Figure 3."

SECTION 7: The Glenwood Refinement Plan text under the Open Space Chapter, the Natural Resources Section, and the Wetlands & Riparian Areas Subsection Figure 3 is hereby amended as follows:



SECTION 8: The Glenwood Refinement Plan text under the Open Space Chapter, the "Objective" is hereby amended as follows:

"Objective:

Provide ample opportunities for people to access and enjoy the Willamette River and the natural environment while: complying with State and Federal Regulations; providing stable riverbanks; and conserving, protecting, restoring, and establishing a diversity of riparian habitats and wetlands in order to retain their properly functioning condition related to fish and wildlife habitat, riverine flood control, sediment and erosion control, water quality, and groundwater protection."

SECTION 9: The Glenwood Refinement Plan text under the Open Space Chapter, the Policies & Implementation Strategy beginning with "Restore, enhance, and protect…" and the policy beginning with "Establish…" is hereby amended as follows:

- "Restore, enhance, and protect the riverbank and riparian and wetland areas.
    - Work with property owners to establish Willamette River Greenway Setback Lines for water-dependent and water-related uses in the Glenwood Riverfront".

SECTION 10: The Glenwood Refinement Plan text under the Open Space Chapter, the Policies & Implementation Strategy beginning with "Integrate natural resources…" and the policies beginning with "Limit recreation…" and "Locate a multi-use path…" is hereby amended as follows:

- "Integrate natural resources, urban interface/built environment, and water resources management.

    - "Limit recreation and associated improvements within the Riparian Setback to passive activities including, but not limited to: picnicking; pedestrian activities; bicycling; bird

watching; fishing; educational, interpretive, and directional signage; and riverfront viewing".

- "Locate a multi-use path at the outer most edge of the Riparian Setback to the maximum extent practicable."

EXHIBIT C
SPRINGFIELD DEVELOPMENT CODE AMENDMENTS

AMENDING THE SPRINGFIELD DEVELOPMENT CODE BY AMENDING SECTION 3.4-245; AMENDING SECTION 3.5-280; AMENDING SETION 4.3-115; AMENDING APPENDIX 3; AND AMENDING THE FINDINGS FOR TYP411-00007.

SECTION 1: SDC Subsection 3.4-245A.2.a. is hereby amended to read as follows:

"A. Applicable Land Use Designations.

2. The Glenwood Refinement Plan designations are as follows:

a. Residential Mixed-Use, Commercial Mixed-Use, Office Mixed-Use, and Employment Mixed-Use. The descriptions of these designations are the same as the base zoning districts described in Subsection 3.4-245B.

b. Multimodal Mixed-Use Area (MMA) designation applies to all land within the Glenwood Riverfront. The MMA is established where the local government determines that there is:

i. High-quality connectivity to and within the area by modes of transportation other than the automobile;

ii. A denser level of development of a variety of commercial and residential uses than in surrounding areas;

iii. A desire to encourage these characteristics through development standards; and

iv. An understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off."

SECTION 2: SDC Subsection 3.4-245B.4. is hereby amended as follows to add:

"EXCEPTION: Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 permit primary and secondary uses as specified in Subsection 3.4-245B.2."

SECTION 3: SDC Subsection 3.4-250. The Schedule of Use Categories header is hereby amended to read as follows:

"Categories/Uses	Residential Mixed-Use	Commercial Mixed-Use	Office Mixed-Use	Employment Mixed-Use"

SECTION 4: SDC Subsection 3.4-255. The Prohibited Use Note (2) is hereby amended to read as follows:

"(2) EXCEPTION: Along McVay Highway in Subarea D south of the Union Pacific railroad trestle and outside of the nodal development area (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), drive through facilities shall be permitted if they are in compliance with the following criteria:"

SECTION 5: SDC Subsection 3.4-265. The Base Zone Development Standards header is hereby amended to read as follows:

"Development Standards	**Residential Mixed-Use**	**Commercial Mixed-Use**	**Office Mixed-Use**	**Employment Mixed-Use"**

SECTION 6: SDC Subsection 3.4-270G. Vehicle/Bicycle Parking and Loading Standards Subsection 5.b. and 11.b. are hereby amended to read as follows:

"5.b. In Subarea D south of the Union Pacific railroad trestle and outside of the nodal development area (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), in addition to parking facilities permitted in Subsection 3.4-270G.5.a.i.-iv., surface parking facilities that are screened as specified in Subsection 3.4-270F.4.b. shall be permitted along McVay Highway and any other street frontage, in the following circumstances:"

"11.b. In Subarea D (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), vehicle access to a parking lot or parking structure also may be from a common driveway serving multiple developments; in this case, a recorded joint-use/access easement shall be required".

SECTION 7: SDC Subsection 3.4-275D. Building Design Standards – Height. Subsection 3. is hereby deleted in its entirety and Subsections 4. and 5. are hereby renumbered and amended to read as follows:

"3. In Subareas A, B, C, and Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, step backs that are a minimum of 15 feet wide shall be required beginning at the fourth story of a building and after each additional 3 stories to minimize shadow impacts and reduce the scale of the building as perceived along the street. Uses for the lower roofs may include, but not be limited to balconies and observation decks.

4. In all Subareas, non-residential ground floor space (commercial/office/light manufacturing businesses) shall have a minimum floor to floor height of 15 feet to accommodate space for mechanical systems."

SECTION 8: SDC Subsection 3.4-275F. Building Design Standards – Windows and Doors. Subsections 1.b. and 2. are hereby amended to read as follows:

> **"1.b.** In Subarea B and Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301:"
>
> **"2.** **EXCEPTION:** In Subarea D (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), window-like treatments (e.g. window frames or tromp d'oeuil windows), may be substituted."

SECTION 9: SDC Subsection 3.4-275G. Building Design Standards – Orientation/Entrances. Subsection 2 is hereby amended to read as follows:

> **"2.** In Subarea A, B, and Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, all new individual residential dwellings that do not have businesses on the ground floor shall be designed so that each individual unit has a front door, or there is a primary entrance with a lobby that includes windows for safety facing the street."

SECTION 10: SDC Subsection 3.4-275H. Building Design Standards – Build-to Lines and Building Setbacks. Subsections 2a. and 2d. are hereby amended to read as follows:

> **"a.** In Subareas A, B, C, the portion of D north of the Union Pacific railroad trestle and within the nodal development area, and Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, buildings may be setback a maximum of 10 feet behind the build-to-line. This standard will still allow the establishment of a pleasant and diverse experience by providing additional pedestrian amenities. Pedestrian amenities shall be addressed as specified in Subsections 3.4-275I.2.a. and b."
>
> **"d.** In all Subareas, no parking shall be permitted within any building setback.
>
> **EXCEPTION:** In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), parking is permitted as specified in Subsections 3.4-270G.b.1. and 3.4-275H.2.b."

SECTION 11: SDC Subsection 3.4-280C. "Greenway Setback Line" is hereby amended to read as follows:

> **"Greenway Setback Line.** A line that divides the Glenwood Riverfront portion of the WG Overlay District into two distinct areas. In the area between the ordinary low water line and the Greenway Setback line, only water-dependent and water-related uses may occur. In the area from the Greenway Setback Line to the WG Overlay District outer boundary, uses permitted in the base zone may be allowed in accordance with the standards and criteria of this Section".

SECTION 12: SDC Subsection 3.4-280D.1. is hereby amended to read as follows:

"D. Establishment of the Greenway Setback Line and Permitted Uses.

1. Establishment of the Greenway Setback Line. In the Glenwood Riverfront portion of the WG Overlay District, the Greenway Setback Line shall be established to protect, maintain, preserve, and enhance the natural, scenic, historic and recreational qualities of the Willamette Greenway. Only water-dependent and water-related uses are permitted between the Willamette River and the Greenway Setback Line. The location of the Greenway Setback Line shall be determined consistent with the criteria specified in Section L.1.; L.4.; L.5.; L.7.; L.10.; and L.11.

EXCEPTION: For property owners who received City approval to establish a Greenway Setback Line along the Glenwood Riverfront as specified in Section 3.3-300 prior to the effective date of this Ordinance, that approval shall continue to be in full force and effect when development is proposed within the WG Overlay District."

SECTION 13: SDC Subsection 4.3-115B.6. is hereby amended to read as follows:

"B. Permitted Uses in Riparian Areas. The following uses are permitted in riparian areas as long as they do not diminish riparian functions:

6. Multi-use paths for pedestrian and/or bicycle use shall be permitted, provided that the multi-use path drains away from the watercourse. Multi-use paths shall be located along the outer edge of the required riparian area and away from the watercourse. The multi-use path shall be located at the outermost edge of the 75 foot-wide Riparian Setback to the maximum extent practicable. Utilities may be extended within a multi-use path."

SECTION 14: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection A.1.a. is hereby amended to read as follows:

"A.1.a. Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the Metro Plan, and multi-modal mixed-use areas (MMA), as defined in OAR 660-012-0060."

SECTION 15: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Figure 2 in Subsection A.1.a. is hereby amended as follows:

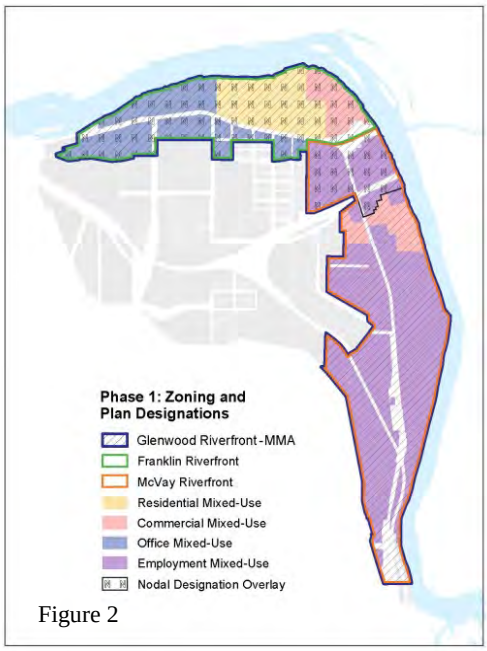


Figure 2

SECTION 16: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection A.1.a1 is hereby deleted.

SECTION 17: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection A.1.a.4 is hereby amended to read as follows:

"A.1.a.3. Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as well as well as Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2."

SECTION 18: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection A.1.a5 is hereby amended to read as follows:

"A.1.a.4. Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2."

SECTION 19: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection A.1.a7. is hereby amended to read as follows:

"A.1.a.6. Designate all land within the Phase I Glenwood Refinement Plan boundary a Multimodal Mixed-Use Area (MMA), as depicted in Figure 2."

SECTION 20: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection A.1.a8. is hereby added and reads as follows:

"A.1.a.7. Compliance with the Transportation Planning Rule (TPR). The TPR (OAR 660-012-0000, et seq.) requires that when making an amendment to a land use plan, a local jurisdiction shall put in place measures to ensure that land uses are consistent with the identified function, capacity, and performance standards of a State or City facility when the plan amendment has a significant effect on that facility. The TPR defines "significant effect" as reducing performance below the minimum acceptable standard in the relevant plan, or worsening the performance of a facility otherwise projected to perform below the minimum acceptable standard. However, a local government may amend a land use plan without applying the performance standards if the proposed amendment is entirely within a multimodal mixed-use area (MMA) (OAR 660-012-0060)."

SECTION 21: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection C.1.a1. is hereby amended as follows:

"C.1.a.1. Work with property owners to establish Willamette River Greenway Setback Lines for water-dependent and water-related uses in the Glenwood Riverfront."

SECTION 22: SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection C.1.b.2. is hereby amended as follows:

"C.1.b.2. Limit recreation and associated improvements within the Riparian Setback to passive activities including, but not limited to: picnicking; pedestrian activities; bicycling; bird watching; fishing; educational, interpretive, and directional signage; and riverfront viewing."

SECTION 23 SDC APPENDIX 3 GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES, Subsection C.1.b.3. is hereby amended as follows:

"C.1.b.3. Locate a multi-use path at the outer most edge of the Riparian Setback to the maximum extent practicable."

PROPOSED GLENWOOD REFINEMENT PLAN, LAND USE & BUILT FORM CHAPTER AMENDMENT

CHAPTER: Land Use & Built Form
SECTION: Land Use Framework
SUB-SECTION: Land Use Designations, Zoning & Subareas
PAGES: 43-44

Note: Existing text to remain is depicted with an ellipsis (…). Proposed changes are highlighted, proposed text to be added appears underlined, and proposed text to be deleted appears in ~~strike-through~~.

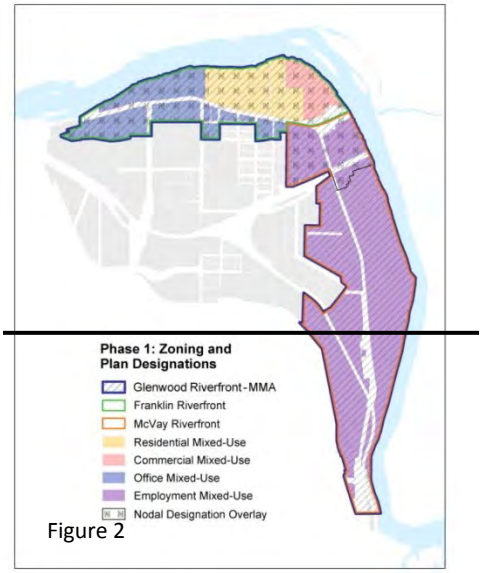


Figure 2

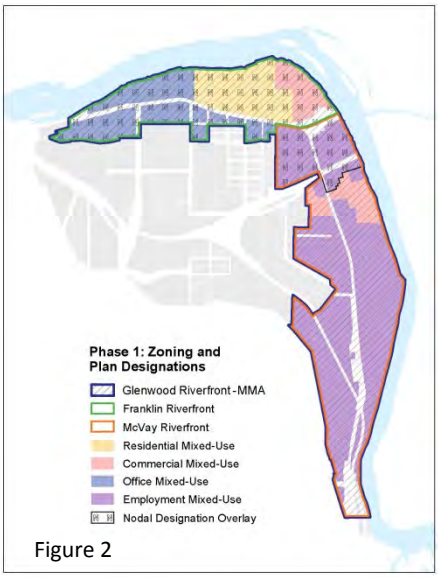


Figure 2

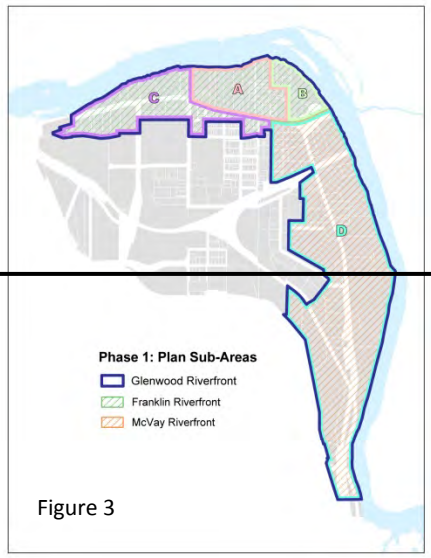


Figure 3

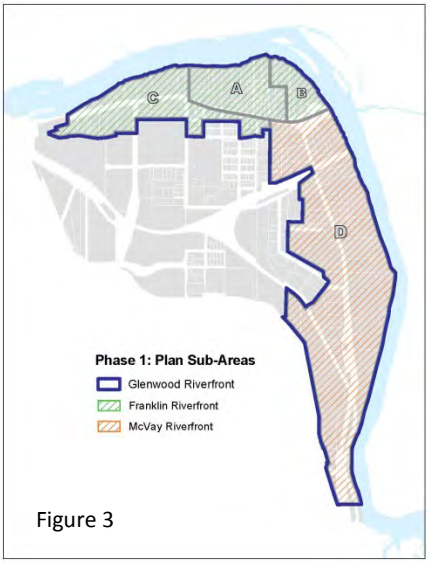


Figure 3

Subarea D

…

Within Subarea D, Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 allow the primary and secondary uses associated with the Commercial Mixed-Use designation.

Policies & Implementation Strategies:

- Designate and zone land …
  - ~~Identify four Glenwood Riverfront Subareas with primary and secondary uses that are specific to each.~~
  - …
  - …
  - Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as well as Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.
  - …
  - Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use, except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.
  - …

PROPOSED SPRINGFIELD DEVELOPMENT CODE AMENDMENTS

Note: Existing text to remain is depicted with an ellipsis (…). Proposed changes are highlighted, proposed text to be added appears underlined, and proposed text to be deleted appears in ~~strike-through~~.

3.4-245 Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts

A. Applicable Land Use Designations.

…

2. The Glenwood Refinement Plan designations are as follows:

a. Residential Mixed-Use, Commercial Mixed-Use, Office Mixed-Use, and Employment Mixed-Use ~~and are described as Subareas A, B, C, and D, respectively~~. The descriptions of these designations are the same as the base zoning districts described in Subsection 3.4-245B.

…

B. Establishment of Base Zoning Districts…

4. Employment Mixed Use…

EXCEPTION: Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 permits primary and secondary uses as specified in Subsection 3.4-245B.2.

3.4-250 Schedule of Use Categories

…

Categories/Uses	Residential Mixed-Use ~~Subarea A~~	Commercial Mixed-Use ~~Subarea B~~	Office Mixed-Use ~~Subarea C~~	Employment Mixed-Use ~~Subarea D~~

…

3.4-255 Prohibited Uses

…

(2) **EXCEPTION:** Along McVay Highway in Subarea D south of the Union Pacific railroad trestle and outside of the nodal development area (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-

03300, and 17-03-34-44-00301), drive through facilities shall be permitted if they are in compliance with the following criteria…

3.4-265 Base Zone Development Standards

…

	Zoning Districts			
Development Standards	**Residential Mixed-Use ~~Subarea A~~**	**Office Mixed-Use ~~Subarea B~~**	**Commercial Mixed-Use ~~Subarea C~~**	**Employment Mixed-Use ~~Subarea D~~**

…

3.4-270 Public and Private Development Standards

…

G. Vehicle/Bicycle Parking and Loading Standards

…

5. Types of Vehicle Parking Facilities Permitted

…

b. In Subarea D south of the Union Pacific railroad trestle and outside of the nodal development area (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), in addition to parking facilities permitted in Subsection 3.4-270G.5.a.i.-iv., surface parking facilities that are screened as specified in Subsection 3.4-270F.4.b. shall be permitted along McVay Highway and any other street frontage, in the following circumstances:

…

11. Vehicle Parking Access and Driveways.

…

b. In Subarea D (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), vehicle access to a parking lot or parking structure also may be from a common driveway serving multiple developments; in this case, a recorded joint-use/access easement shall be required.

…

3.4-275 Building Design Standards

…

D. Height…

~~**3.** In Subarea A:~~

~~**a.** The building height standard is intended to ensure that high-density residential development will be maximized by promoting a Residential Mixed-Use designation and zone that supports a minimum density of 50 dwelling units per net acre. High-density residential development at the densities prescribed above allows for 5 to 6 story or taller buildings. High-density residential development over 4 stories will be permitted if the buildings are stepped back as specified in Subsection 3.4-275D.4. to minimize shadow impacts and reduce the scale of the building as perceived along the street.~~

~~**b.** Developers may utilize any type of construction permitted by the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of an application for a building permit.~~

~~4~~3. In Subareas A, B, ~~and~~ C, and Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, step backs that are a minimum of 15 feet wide shall be required beginning at the fourth story of a building and after each additional 3 stories to minimize shadow impacts and reduce the scale of the building as perceived along the street. Uses for the lower roofs may include, but not be limited to balconies and observation decks.

~~5~~4. In all Subareas, non-residential ground floor space (commercial/office/light manufacturing businesses) shall have a minimum floor to floor height of 15 feet to accommodate space for mechanical systems.

….

F. Windows and Doors…

1. ….

b. In Subarea B and Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301:

…

2. …

EXCEPTION: In Subarea D (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), window-like treatments (e.g. window frames or tromp d'oeuil windows), may be substituted.

…

G. Orientation/Entrances….

2. In Subarea A, B, and Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, all new individual residential dwellings that do not have businesses on the ground floor shall be designed so that each individual unit has a front door, or there is a primary entrance with a lobby that includes windows for safety facing the street.

…

H. Build-to Lines and Building Setbacks.

…

2. Building Setbacks.

a. In Subareas A, B, C, ~~and~~ the portion of D north of the Union Pacific railroad trestle and within the nodal development area, and Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, buildings may be setback a maximum of 10 feet behind the build-to-line. This standard will still allow the establishment of a pleasant and diverse experience by providing additional pedestrian amenities. Pedestrian amenities shall be addressed as specified in Subsections 3.4-275I.2.a. and b.

…

d. In all Subareas, no parking shall be permitted within any building setback.

EXCEPTION: In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area (except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301), parking is permitted as specified in Subsections 3.4-270G.b.1. and 3.4-275H.2.b.

…

Appendix 3 – Glenwood Refinement Plan Policies and Implementation Strategies – Phase I

…

~~**A.1.a.1.** Identify four Glenwood Riverfront Subareas with primary and secondary uses that are specific to each.~~

…

A.1.a.43. Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as well as Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.

A.1.a.~~5~~4. Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use, except for Assessor's Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301, as depicted in Figure 2.

…

EXHIBIT D

ORDINANCE NO. 5652

AN ORDINANCE APPROVING THE METROPOLITAN INDUSTRIAL LANDS SPECIAL STUDY INVENTORY AND POLICY RECOMMENDATIONS REPORTS, ADOPTING GOVERNMENT-INITIATED AMENDMENTS TO THE METROPOLITAN AREA GENERAL PLAN TEXT, AND ADOPTING A SERVERABILITY CLAUSE.

THE CITY OF SPRINGFIELD FINDS THAT:

1. The Metropolitan Industrial Lands Special Study was initiated in January, 1989, to answer some long-standing questions about the demand for and supply of industrial sites in the Metropolitan Area and to update the industrial lands portion of the Metropolitan Area General Plan.

2. The Metropolitan Industrial Lands Special Study is composed of two components. The inventory report includes a detailed description of the Special Study's purpose, background and methodology, economic trends, community objectives, and long-term industrial lands supply and demand. It provides information in support of the policy recommendations report. The policy recommendations report analyzes the policy framework for industrial land allocations, evaluates the development potential of sites throughout the metropolitan area, and includes a findings, conclusions and a series of implementation strategies.

3. A citizen advisory committee known as the Special Studies Advisory Committee reviewed and revised the Metropolitan Industrial Lands Special Study draft inventory and policy recommendations reports. They were the subject of a joint public hearing before the Springfield, Lane County, and Eugene Planning Commissions, review and revision by the Joint Planning Commission Committee, further review by each of the three planning commissions, and a joint public hearing before the governing bodies of Springfield, Lane County, and Eugene.

4. The Eugene, Springfield, and Lane County Planning Commissions recommended approval of the inventory and policy recommendations reports as support material for implementation of the recommended Priority One and Priority Two Implementation Strategies in the policy recommendations report.

5. The Eugene, Springfield, and Lane County Planning Commissions recommended adoption of four text amendments to the Metropolitan Area General Plan, as shown in Exhibit B incorporated herein by reference. These four amendments are included as Priority One Strategies 1a through 1d in the policy recommendations report. The implementation strategies also include initiation of Metropolitan Area General Plan diagram designation changes and zone changes to resolve Plan/zone conflicts, initiation of amendments to the Metropolitan Area General Plan and zoning maps based on recommendations in the site evaluation matrices, and amendments to Eugene's I-1 and I-2 industrial zoning district provisions. All but the four Metropolitan Area General Plan text amendments will be the subject of further public hearings and may be modified as a result of those hearings.

6. Notice was provided to the Land Conservation and Development Commission on April 1, 1992 concerning the proposed Metropolitan Area General Plan text amendments.

7. Priority Two implementation strategies are subject to available funding and, in some cases, further analysis or processing of related plans or studies. They include courses of action intended to enhance the community's industrial land inventory as appropriate when consistent with related plans and studies.

8. The proposed government-initiated Metropolitan Area General Plan text amendments are consistent with relevant Statewide Planning Goals and applicable policies in the Metropolitan Area General Plan as shown in the Findings set forth in Exhibit C, attached hereto and incorporated herein by reference.

NOW, THEREFORE, BASED ON THE ABOVE FINDINGS, THE CITY OF SPRINGFIELD DOES ORDAIN AS FOLLOWS:

Section 1. The findings set forth above and the findings contained in Exhibit C attached hereto and incorporated herein by reference are adopted.

Section 2. The Metropolitan Industrial Lands Special Study Inventory and Policy Recommendations reports, attached hereto as Exhibit A, Parts 1 through 5, and incorporated herein by reference, are approved.

Section 3. The text amendments to the Metropolitan Area General Plan as set forth in Exhibit B attached hereto and incorporated herein by reference, are adopted.

Section 4. Approval of the Metropolitan Industrial Lands Special Study Inventory and Policy Recommendations reports, including text amendments to the Metropolitan Area General Plan, shall become effective only if they also are approved by Lane County and the City of Springfield.

Section 5. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, that portion shall be deemed a separate, distinct, and independent provision and that holding shall not affect the validity of the remaining portions of this Ordinance.

ADOPTED by the Common Council of the City of Springfield this 21st day of September, 1992, by a vote of 5 for and 0 against.

APPROVED by the Mayor of the City of Springfield this 21st day of September, 1992.

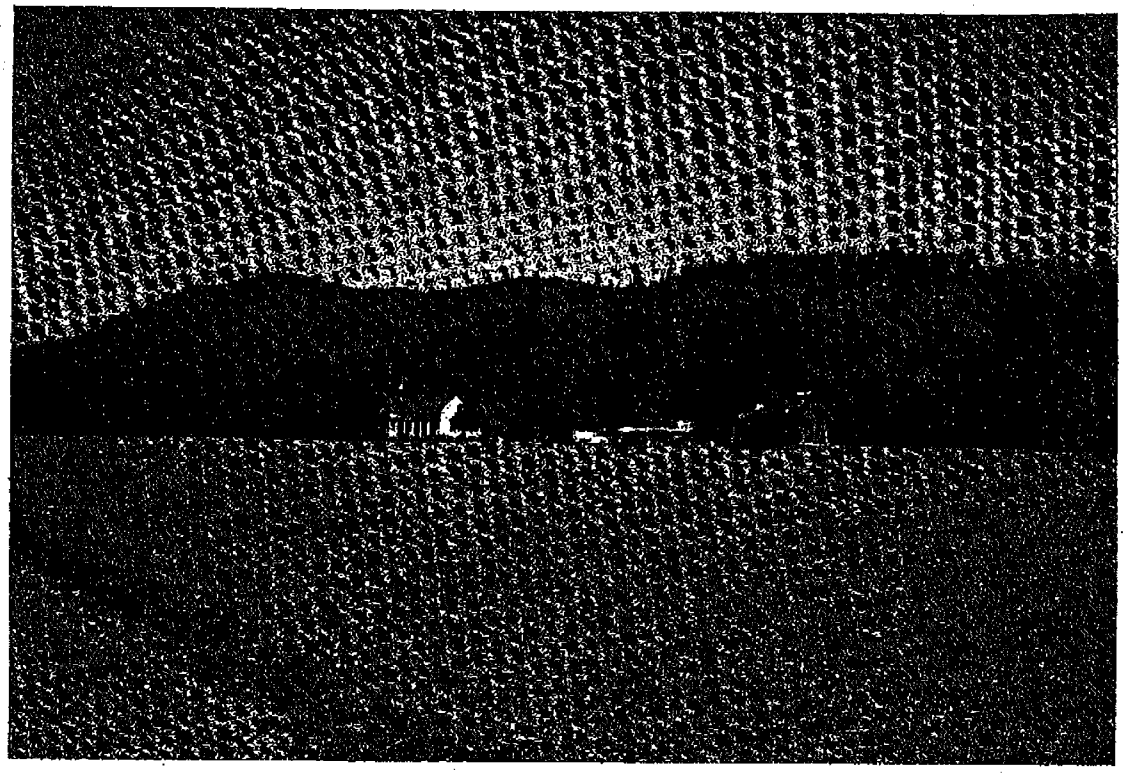
ATTEST:

Eileen Stein
City Recorder

Bill Morrisette
Mayor

REVIEWED & APPROVED
AS TO FORM
Robert J. Keatts
DATE: Sept 19, 1992
OFFICE OF CITY ATTORNEY
CITY OF SPRINGFIELD

Metropolitan Industrial Lands Inventory Report



July 1993

METROPOLITAN INDUSTRIAL LANDS INVENTORY REPORT

Lane Council of Governments
125 East 8th Avenue
Eugene, Oregon 97401

July 1993

ERRATA SHEET

This inventory represents industrial lands vacant as of January 1, 1989. The Plan designation and zoning of these properties are current to January 1, 1990, the date the inventory was completed.

This draft report was prepared in September, 1990. Since that time, corrections were made to the data for individual sites following additional analysis by staff and the Special Studies Advisory Committee. The description of these sites in the inventory report text has not been changed. All corrections to and updates of the inventory report are noted in the individual printed site summaries and are reflected in the site evaluations in the Metropolitan Industrial Lands Policy Report, July 1993 (Policy Report). The site information in that document is current to October, 1992.

In addition to the corrections noted below, slight adjustments were made to acres, designation and zoning of other sites based on additional information provided during the evaluation of the sites. All of these changes are reflected in the Site Evaluation Matrix in the Policy Report. These changes were incorporated into the maps at the back of this document. They were not incorporated into the text because the net impact of these changes is about -50.76 acres or 1.3 percent of the total inventory of vacant industrial land, and therefore would not alter the findings, conclusions or recommendations of the study.

Modifications To Industrial Lands Site Maps

Some of the original maps prepared for this study were revised based on the following corrections. For the convenience of the reader, the revised maps were placed at the back of this report. These changes are not reflected in the text.

(Region-Site)

1-25: Site was deleted because it was previously developed (-8 acres)
5-1: Portion of site north of Chad Drive was deleted (-49 acres).
5-3: Site was deleted because it is designated Residential not Industrial as shown in this report (-1.8 acres). Note: sites 4 and 5 were renumbered.
6-7: Site was expanded to include additional vacant industrial land to the north (+24.9 acres)
6-8: Site was expanded to include additional vacant land to the west of the site (+6.3 acres)
6-12: Site was expanded to include additional vacant land to the north (+3.5 acres)
7-31: Site was deleted because it was previously developed (-3.7 acres)

ACKNOWLEDGEMENTS

The Metropolitan Industrial Lands Special Study was initiated in 1989. The study produced two documents: the Metropolitan Industrial Lands Inventory Report (Inventory Report) and the Metropolitan Industrial Lands Policy Report (Policy Report). The inventory data in the Inventory Report are current to January 1, 1989.

This study was conducted by an intergovernmental staff team from the Cities of Springfield and Eugene and the Lane Council of Governments. This staff team conducted field work and data and policy analysis and wrote the documents produced as part of the study. L-COG provided project management and prepared and printed the documents.

A Special Studies Advisory Committee (SSAC), a citizen group appointed by Lane County and the Cities of Springfield and Eugene, reviewed and recommended the report to the Joint Planning Commissions Committee (JPCC). The JPCC and, subsequently, the individual planning commissions recommended approval of the study to the elected officials of the three jurisdictions.

Special Studies Advisory Committee

City of Springfield Appointments

Mike Evans, Chair
Howard Traver

City of Eugene Appointments

Randy Hledik
Nancy Lull
Dave Pedersen
Pat Vallerand

Lane County Appointments

Sue Bowers
David Crowell
Jim Ramseyer
Mike Farthing
Don Fisher

In 1992, the Eugene City Council, the Springfield City Council and the Lane County Board of Commissioners approved the Metropolitan Industrial Lands Inventory and Policy Reports and adopted the four Eugene-Springfield Metropolitan Area General Plan amendments recommended in the Policy Report. The specific ordinance numbers and the dates of action by the three jurisdictions are as follows.

- Eugene City Council amended and approved the Draft Inventory and Policy Reports and adopted the Metropolitan Plan text amendments on July 27, 1992, Ordinance No. 19866.

- Springfield City Council approved the reports, as amended, and adopted the Metropolitan Plan text amendments on September 21, 1992, Ordinance No. 5652.

- Lane County Board of Commissioners approved the reports, as amended, and adopted the Metropolitan Plan text amendments on October 21, 1992, Ordinance No. PA 1022.

This report contains background information and policy and technical analyses for the study. An updated inventory of vacant industrial land and recommended changes to the Metropolitan Area General Plan text and diagram, and other recommendations for improving industrial development opportunities in the metropolitan area are contained in a companion document, Metropolitan Industrial Lands Policy Report. The methodologies used in these analyses are consistent with the requirements of Statewide Planning Goal 9, "Economy Of The State."

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Subregion #5: Willakenzie
Subregion #6: Glenwood
Subregion #7: West Springfield
Subregion #8: East Springfield

Note: There is no map for subregion #3 because there are no vacant industrial sites in this subregion.

Glossary

Acres
Number of vacant industrial acres within the UGB. Acres not designated or zoned industrial and acres outside the UGB, even when part of a tax lot that is otherwise industrial and within the UGB, are excluded. Source: Tax Assessor's maps; L-COG plots; field check.

Constraint-free
Street access to the site. Buildable land with no potential physical constraints: flood plain, known wetlands, hydric soils, greenway or potentially significant riparian or upland areas.

Contiguous
Adjacent parcels or parcels separated only by a local street. Parcels separated by railroads, major drainageways or arterial or collector streets are considered separate sites.

Contiguous Uses
Those uses physically contiguous to the site or separated from the site by a local street. Uses separated from the site by a collector or arterial street, railroad, or major drainageway were not considered contiguous. Source: Field checks, refinement plans, L-COG files

Contiguous Vacant Zoning
Zoning applied to vacant contiguous parcels. Source: Refinement plans, L-COG files

Floodplain
100 year floodplain as defined by FEMA. Source: LCOG "Prohibitions and Limitations" map prepared for the Metropolitan Plan.

Floodway
Defined by Federal Emergency Management Administration (FEMA) Source: LCOG "Prohibitions and Limitations" map

Greenway
Source: LCOG Greenway map

Highway Access
Good: Less than 2 turns; less than 3/4 mile away from highway.
Moderate: 3-4 turns; 3/4 - 1 1/2 miles away from highway.
Fair: Greater than 4 turns; 1 1/2 - 2 1/4 miles away from highway.
Poor: Greater than 2 1/4 miles from highway.
Source: Street maps, L-COG plots

Hydric Soils
Source: LCOG Hydric Soils map prepared from 1987 soil survey maps.

Number Of Owners
Parcels within a site were considered owned by the same owner if the last name was the same and/or the owners' address was the same. Source: Tax Assessor's files.

Percent Of Site Affected (potential physical constraints and prohibitions):

Each of the site characteristics was mapped at the scale of 1"= 950'. The percent of the site affected by each constraint (or prohibition) was then estimated visually to be within one of the following ranges: 0%; 0-20%; 20-40%; 40-60%; 60-80%; 80-100%; 100%. The mid-range value was entered except in the case of 0% and 100% Maps of individual prohibitions and physical constraints were overlayed to derive percent of site affected by at least one physical constraint.

Percent Of Site Affected (publicly owned)
Source: Tax Assessor's files.

Publicly Owned
Source: Tax Assessor's files.

Public Services
Services were considered to be at the site (0 feet from site) if they are crossing the site or in the street adjacent to the site. Source: Eugene Public Works Dept. maps: sewer, storm, and water. Springfield Public Works Dept. maps: sewer and storm. Springfield Utility Board and Rainbow Water District maps: water.

Rail Access
A railroad track is adjacent to or crosses the site. There was no attempt to evaluate the feasibility of actually constructing a rail spur to the site. Source: Field checks, street maps, Tax Assessor's maps

Riparian And Upland
Includes all riparian and upland areas identified as potentially significant in the Natural Resources Special Study. Source: Lev Study

Severe Slopes
Slopes greater than 15%. Source: USGS maps.

Severe Soils
Source: Metro Plan Update Natural Assets and Constraints Working Paper on Soil Constraints for Development (1978) updated from data in the 1987 Soil Conservation Service (SCS) Soil Survey of Lane County.

The Working Paper on Soil Constraints for Development was prepared using engineering data available from SCS Soil Interpretation Forms and field mapping sheets. A computer model was prepared that listed the incidence of a severe rating in each of the following categories: 1) dwelling unit construction, 2) road construction, 3) underground utility installation, and 4) runoff potential. The model was then used to geographically plot the soil units and assign them a rating of 0 through 4, with 4 indicating a severe rating in all four categories and 0 indicating no severe ratings in any of the categories. Further study revealed that three soil types experience a more severe constraint with a higher incidence of foundation failure than other soils with a "4" rating. These three soil types were assigned a rating of 5 and plotted separately. The three soil types were: 1) Panther Urban Land Complex, 2-12% slopes; 2) Hazelair Silty Clay Loam, 2-7% slopes; and 3) Hazelair Silty Clay Loam, 7-20% slopes.

These three soil types also appear in the 1987 SCS Soil Survey for Lane County, which was updated for this study by the SCS Soil Interpretation Forms. Information obtained from the Soil Survey, Soil Interpretation Forms, and consultation with a soil scientist indicates that the three soil types identified in the Soil Survey possess the same characteristics as those assigned a most severe rating in the Working Paper on Soils Constraints for Development.

The occurrence of these three soil types in the Industrial Lands study area was recorded onto maps of the study's subregions by referring to the updated soil unit maps contained in the Soil Survey. The subregion maps were used to visually estimate the percentage of each vacant industrial site which may be affected by severe soils constraints to industrial development.

Site
Contiguous parcels within a Plan designation, except in a few cases where contiguous parcels with different Plan designations were defined as a single site.

Site Access
Local, collector or arterial provides direct access to the site.

Unbuildable
Includes floodway, severe soils, severe slopes, publicly owned land (except the Riverfront Research Park), approved wetland mitigation sites and officially protected wetlands.

Wetland
Includes all wetland areas identified as regulated wetlands. Source: Preliminary Inventory of Eugene and Springfield Wetland, Riparian and Upland Areas for Wildlife Habitat Value (Lev Study), West Eugene Wetlands Special Area Study (WEWSAS)

Wetland Mitigation Site
Includes only sites approved by state and federal regulating agencies. Source: WEWSAS

Chapter I: Introduction

The Metropolitan Industrial Lands Special Study was initiated in January, 1989 by the Metropolitan Policy Committee (MPC), at least partly in response to the discovery of about 700 acres of regulated wetlands on vacant industrial land in West Eugene. It also serves to update the industrial lands portion of the Metropolitan Area General Plan. The study was coordinated by Lane Council of Governments (L-COG) with financing provided by Eugene and Lane County. The project team contained staff from L-COG and the cities of Eugene and Springfield.

Purpose

The purpose of this study is to provide a data base and policy recommendations for industrial lands, including potential changes to the Metropolitan Plan text and diagram and to the Public Facilities Plans of the respective jurisdictions. The goal of the project is to assure plan designation of an adequate and appropriate supply and distribution of industrial land, reflecting the economic development objectives of the metropolitan community.

Citizen Involvement

The Draft Metropolitan Industrial Lands Special Study was reviewed by a citizen advisory committee referred to as the Special Studies Advisory Committee (SSAC) whose members were appointed by Eugene, Springfield and Lane County. An interested parties mailing list was prepared and maintained throughout the study and all meetings of the SSAC were advertised and open to the public.

The draft report was forwarded to the Joint Planning Commissions Committee (JPCC) for release to the public. The document will be reviewed and revised by the JPCC based on input received from the public and the planning commissions of the individual jurisdictions. Additional review will occur at the city council and county board level with the Metropolitan Policy Committee (MPC) providing dispute resolution.

Background

The Metropolitan Area General Plan, acknowledged by the Land Conservation and Development Commission (LCDC) in 1982, allocated vacant land to four industrial plan categories based on a set of specific criteria. The amount of land allocated to meet the need for Light-medium industrial uses was identified in the demand analysis. In addition, policy decisions were made to allocate vacant land based on site criteria and policies to encourage economic diversification. The inventory was designed to meet the economic development objectives of the community and the needs of industries desired by the community and likely to locate, expand or develop in the metropolitan area. The policy basis for allocating industrial acres to Plan categories is reflected in the description of the industrial categories in the Metropolitan Area General Plan and in the allocation criteria used for industrial plan designation in the Plan (Metropolitan Plan

Draft Technical Supplement, June 1982), described below for each industrial Plan category.

Heavy Industrial

This designation was amended in 1990 to read as follows.

> "This designation generally accommodates industries that process large volumes of raw materials into refined products and/or that have significant external impacts. Examples of heavy industry include: lumber and wood products manufacturing; paper, chemicals and primary metal manufacturing; large-scale storage of hazardous materials; power plants; and railroad yards."

Lumber mills are an example of this type of industry. This designation generally reflects existing uses because heavy industrial demand projections indicate no need for additional acres. However, additional acres were allocated for vacant land zoned M-3 and owned or adjacent to an existing industrial use to meet Plan goals which promote expansion of existing businesses. Areas no more than twice the size of the existing site were so designated.

Special Heavy Industrial

This designation was amended in 1989 to read as follows.

> "This designation accommodates industrial developments that need large parcels, particularly those with rail access. Although a primary purpose of this designation is to provide sites for heavy industries, any industry which meets the applicable siting criteria may make use of this designation.
>
> Three areas are designated Special Heavy Industrial. Listed below are the names of the three areas and applicable land division standards, use limitations, and annexation and servicing provisions...."

The 3 areas designated Special Heavy Industrial are: the Natron site in southeast Springfield, Enid/Awbrey in north Eugene, and north of Awbrey Lane in north Eugene. These areas are large, flat (0-5 percent slope) contiguous areas with a minimum of 40 acres parcel size (to protect large parcels) with a variety of parcel sizes and good transportation access (rail or highway). Firms may be allowed to provide on-site necessary minimum level of key urban services subject to applicable regulations because city services are not available to these areas in the short-term. Other factors included existing zoning and Plan designations, compatibility with existing and planned uses, resulting commuting patterns and long-term ability to extend urban services or provide on-site alternatives.

Light-Medium Industrial

This designation was amended in 1990 to read as follows.

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

Transportation access (rail or highway or both), existing adjacent land uses, existing zoning and existing 1990 Plan designation were factors considered in allocations to this category.

Special Light Industrial

This designation was also amended in 1990 and it currently reads as follows.

> "The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution and vibration, on other users and on surrounding areas. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be made for small and medium scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis.
>
> Conceptual development planning, industrial park standards and site review processes shall be applied to ensure adequate circulation, compatibility of uses and availability of large sites for light industrial firms. A 50-acre minimum lot size shall be applied to protect undeveloped sites from piecemeal development until a site development plan has been approved by the city."

The Special Light Industrial (SLI) designation was created in response to local elected officials' desire to diversify the metro area economy by providing large, campus-like sites for high technology firms. When the Metro Plan was being prepared in 1977, no sites had been reserved for large high-tech manufacturing or research firms. Local policy makers were concerned that this lack of sites would cause firms to locate elsewhere, in areas with development-ready land protected from incompatible uses.

The SLI designation was originally entitled "Large Scale Special Light Manufacturing" and targeted toward manufacture or assembly of high technology items. SLI sites were intended to be preserved for very specialized uses that could not be provided for in other Plan designations. During the development of Metro Plan drafts from 1979 to 1982, the SLI concept was expanded from high-tech manufacturing to include:

1. other compatible industrial uses,
2. research and development activities, and
3. office uses, when in a supporting role and complimentary to the primary SLI purpose of high-tech manufacturing and research and development (R&D).

Some members of the development community expressed a preference for providing broad development guidelines for certain areas, defining an SLI designation similar in intent to the old 1990 Plan's "Opportunity Areas." The version of the SLI that was eventually adopted by the governing bodies targeted specific uses which were not addressed by other Plan designations. This designation was defined in keeping with the requirements of the statewide land use planning goals and guidelines created after adoption of the 1990 Plan.

For example, the City of Eugene has developed and amended the I-1 zone to implement the Metro Plan SLI designation. The I-1 zone is intended to:

1. accommodate uses with high quality physical environment requirements;

2. provide opportunity for siting of activities with large land requirements; and

3. provide for uses with high employee/acre ratios.

The initial draft of the I-1 zone was adopted by the Eugene City Council in 1982 following more than a year of intensive debate, with revisions adopted in 1985. In brief, the I-1 zone addresses uses as follows:

Primary	High-tech industrial, regional offices and distribution centers
Secondary	Industrial or business parks which include support services (such as advertising) for primary uses, wholesaling of high-tech items, restaurants and banks with specific limitations and conditions
Not Permitted	Other wholesaling, warehouses, retail, general offices as primary use

Commercial and industrial uses such as general wholesaling, retail, and office uses were not included in the I-1 zone because they were felt to be incompatible with the general intent of the SLI designation. In addition, at the public hearings held during the I-1 amendment process, Planning Commissioners and City Councilors mentioned that other commercial and industrial Metro Plan designations and zones were available for these uses.

Spectra Physics is an example of a Special Light industry. Allocation criteria include: large scale sites over 50 acres with five or fewer ownerships, good access to transportation facilities, especially highways. These areas were to be buffered from detracting surrounding urban uses, in a campus-like atmosphere. A number of sites were

allocated within the urban growth boundary to provide a selection in order to attract firms because anticipated industries in this category would add to the diversification of the local economy.

Other Industrial Plan Designations

The Metropolitan Plan provides for local jurisdictions to apply a "Small-Scale Light Industry" designation (not shown on Plan diagram) to sites and uses that fit the description and criteria in the Plan. These uses emit no smoke, noise, glare or other impacts beyond property boundaries; pursue their activities within buildings; and do not generate a large amount of vehicular trips. Site criteria include "access to arterial streets, normally without use of residential streets; and up to five acres, with sufficient parking areas and frontage to accommodate structures, parking areas, and access in character with adjacent nonindustrial properties."

In addition, industrial uses are allowed in areas designated University/Research and Mixed Uses. Industrial uses also may be located in areas with industrial zoning but a non-industrial Plan designation; and in areas that are neither designated nor zoned industrial (e.g., industrial uses with a Commercial Plan designation zoned C4 in Eugene).

The University/Research category is "primarily intended to accommodate light industrial, research and development, including a limited range of retail and service uses and multiple-family dwellings. Commercial activities in this category are intended to serve the day-to-day needs of employees working in and near University/Research area. Activities, such as general retail and office, will continue to be located in other appropriately designated areas."

The Mixed Use category "represents areas where more than one use might be appropriate, usually as determined by refinement plans on a local level. For example, the Whiteaker Refinement Plan includes several areas where a mix of compatible uses, based in part on existing development, are designated. In the absence of a refinement plan, the underlying plan designation shall determine the predominate land use."

Vacant Industrial Land Added To The Inventory

Since adoption of the Metro Plan, policy decisions were made to designate additional vacant land industrial. For example, two Plan amendments were adopted resulting in the addition of about 246 acres of industrial land to the inventory. As part of the 1987 Plan update, about 46 acres were allocated for industrial uses (the Riverfront Research Park) and a special Plan category was adopted, University Research; and a 200 acre Special Heavy Industrial site (the Awbrey-Meadowview urban growth boundary expansion) was approved in 1989.

Chapter II: Study Methodology

The Metropolitan Industrial Lands Special Study produced two separate documents. The Inventory Report describes the overall study methodology and contains the supply and demand analysis and the findings and conclusions derived from the analysis. The policy analysis and recommendations based on that analysis are contained in the Policy Recommendations Report.

The supply and demand analysis is both quantitative and qualitative. The procedures used to produce information for each portion of the analysis are described below; findings produced from these methods are included in the appropriate sections of the report.

Literature, Document And Policy Review

1. Review community economic development objectives. This includes a review of Plan and zoning provisions and other documents to describe community objectives and to identify types of industrial uses allowed in industrial plan and zoning categories.

2. Analyze national, state and local economic trends and local demographic trends.

3. Review Goal 9 LCDC industrial lands requirements. The inventory and the supply and demand analysis meet the requirements of OAR 660, Division 9.

   Goal 9, Economy of the State, provides that local plans and policies shall contribute to a stable and healthy economy in all regions of the state and requires local governments to prepare an economic development strategy that includes an inventory of local economic development needs and land available to meet those needs. Goal objectives include the following:

   1. To provide adequate opportunities throughout the state for a variety of economic activities that generate employment, products and services, consistent with the availability of human and natural resources.

   2. To encourage desired economic growth and activity in areas characterized by chronic unemployment or a narrow economic base, but with the capacity and resources to support additional economic activity.

   3. To assure that adequate land resources are available for desired commercial and industrial development.

Administrative Rule Summary

LCDC adopted an industrial and commercial development rule, effective October 10, 1986, which applies to all areas within urban growth boundaries at the time of periodic reviews beginning in February, 1987. The rule was adopted to help communities prepare realistic economic development objectives and ensure that zoning and availability of serviceable land are not obstacles to expanded development in urban areas, consistent with other statewide goals. The rule requires local jurisdictions to assess community economic potential, include policies in the plans stating economic development objectives, identify the number and acreage of needed sites in each category, provide a long-term supply of land (meet 20 year need in each site category), and protect sites with appropriate planning and zoning. There are additional requirements for providing public facilities to the sites in jurisdictions with a population of 2,500 and above.

The purpose of the rule is to implement the requirements of Goal 9 to assure that comprehensive plans and land use regulations are updated to provide adequate opportunities for a variety of economic activities and to assure that plans are based on available information about state and national economic trends. The analysis requires a review of the best available or readily collectable information about these trends; identification of site requirements of industries likely to locate or expand; inventory of vacant and underdeveloped commercial and industrial parcels one acre and larger; and an assessment of community economic potential.

Plan policies are required to address economic development objectives and, for areas with populations of 2,500 and above, to identify types of industry and commercial uses anticipated and desired, as well as policies to commit adequate sites and facilities to these uses. The rule requires that the number and acreage of needed sites be designated in the plan, sufficient to meet the long-term need (20 year) in each site category and that urban areas with populations of 2,500 and above provide serviceable sites for the next five years. This may require amendments to the public facilities plan. The rule also requires that these sites be protected for uses with special siting requirements with appropriate planning and zoning.

4. Review existing working papers and plans and coordinate with on-going planning activities. Coordination occurred among a variety of planning studies conducted within the timeframe of this study, including the Metropolitan Natural Resources Special Study, the Eugene Commercial Lands Study and the West Eugene Wetlands Special Area Study, among others.

Demand Analysis

The following steps were used to develop a forecast, through 2010, of the future demand for industrial land.

1. Conduct a survey of other jurisdictions and the literature. This was done to refine the general demand forecasting methodology and the employee-per-acre (EPA) ratios used.

2. Develop employment projections for the metropolitan area. Develop growth rates for various types of industries and apply the growth rates to current employment conditions to project future employment by industry type. These projections were developed using the following techniques (Table 1).

   - Long-term trend analysis
   - Analysis of the historic and projected relationship between the Lane County economy and the Oregon, Pacific Northwest and national economies, and
   - A trend analysis of the proportion of Lane County employment in the metropolitan area.

   Chapter IV describes employment trends that provide the basis for this analysis. For more detailed information on this portion of the methodology, refer to Lane Council of Governments Population and Employment Working Paper.

3. Analyze existing patterns of employment by Standard Industrial Classification (SIC) sector across land in all plan designations. The analysis includes the following.

   - The percent of industrial employment that occurs on non-industrial land,
   - The percent of non-industrial employment that occurs on industrial land,
   - The breakdown of employment by sector into office-related and non-office-related components.

TABLE 1
EMPLOYMENT GROWTH AND PROJECTIONS FOR EUGENE-SPRINGFIELD, 1970-1987 AND 1987-2010

SECTOR	AARG% 1970-87	AARG% 1979-87	AARG% 1982-87	PROJECTED AARG% 1987-2010
Total Wage & Salary	2.4	-0.2	2.8	1.7
Manufacturing	0.4	-1.0	3.1	0.7
Lumber & Wood Products	-1.2	-3.2	0.9	-0.9
Other Durable	5.3	2.2	9.8	2.2
Food Products	0.2	0.8	1.3	0.8
Other Non-Durable	3.5	4.0	4.4	3.0
Non-Manufacturing	3.0	0.1	2.8	1.9
Construction	0.5	-7.0	2.7	1.7
TCU	0.1	-2.9	-1.8	1.3
Trade	3.5	0.1	3.2	1.8
Wholesale	4.2	-0.7	3.3	1.7
Retail	3.4	0.4	3.2	1.8
FIRE	2.9	-1.5	1.3	2.1
Services	5.2	2.6	5.4	2.6
Government	1.8	-0.1	1.2	1.2
Federal	2.5	0.0	0.0	0.1
S&L Education	1.3	0.9	1.8	1.5
S&L Administration	2.8	-1.4	0.7	0.7

AARG%: Average Annual Rate of Growth (Percent)
TCU: Transportation, Communications, and Utilities
FIRE: Finance, Real Estate, and Insurance
S&L: State and Local
Source: Historical growth rates compiled from data from the Oregon State Employment Division. Projections are from L-COG.

Employment in each individual sector was analyzed for office-related and other employment (Table 2). For most sectors, the information contained in the Program Year 1988 & 1989 Business & Employment Outlook: JTPA District 5 published by the Oregon Employment Division on the 1985 occupational mix of major industries was used (JTPA: Job Training Partnership Act; District 5 is Lane County). An estimate of the percent of office-related employment in each sector was calculated by assuming that the managers and administration, sales related, clerical and administrative support, and 70 percent of the service occupations in each sector would be based in offices. (The 70 percent of service occupations figure comes from the analysis of office based employment in the service sector described below.) In the service sector, employment was disaggregated to the most detailed level possible (four-digit SIC codes), and allocated to either the office or non-office category, based on the likely location of such employment. In the Finance, Insurance and Real Estate (FIRE) sector, professional and technical occupations were also assumed to be office based.

TABLE 2
ESTIMATED PERCENT OF SECTOR EMPLOYMENT THAT IS OFFICE BASED

	Lumber & Wood Products	Other Durable	Food Products	Other Non-Durable	Mining	Construction	TCU	Wholesale Trade	Retail Trade	FIRE	Services	Government	Education
% Office Based	14.5	14.5	31.0	31.0	NA	24.1	32.6	4.0	4.0	92.8	70.0	77.0	77.0

In the wholesale and retail trade sectors, the occupational mix was analyzed from a different source, allowing for a more precise allocation of office employment in those sectors. This was done because the JTPA publication does not differentiate between wholesale and retail. It is important to differentiate the two for this study because most wholesale trade employment is located on industrial land, while little retail trade employment locates on industrial land. Also, in retail trade, most of the sales related employment (classified in other sectors as office-related) is not located in an office, but on the sales floor of a retail establishment.

The methodology for determining the amount of office-related employment in the trade sectors used the 1986 Oregon County Business Patterns, published by the U.S. Bureau of the Census. For Lane County, the wholesale and retail trade sectors were analyzed for the percent of "administrative and auxiliary" employment, as well as the likely location (office or other) of the remaining employment. Wholesale and retail trade are similar in that approximately four percent of the employment in each sector is office-related, but the two sectors differ in the location of the other 96 percent. Most of the balance in wholesale is located on industrial land, while the majority of the remainder in retail trade is not.

The methodology for the service sector was essentially the same as for the trade sectors. Using the County Business Patterns, each sub-sector (or service occupation) was analyzed to determine whether it is office or other based. Service occupations such as business or legal services were designated as office based, while occupations such as personal services, auto repair services and amusement and recreation services were designated as non-office based.

4. Develop employee-per-acre (EPA) ratios and apply them to the forecasted employment.

The last study in the Eugene area to address the demand for industrial land (the Metro Plan Update Economic Working Paper) analyzed the then-current actual EPA ratios associated with existing development in the area. Basic assumptions regarding future ratios were employed:

. . .the amount of land and numbers of employees associated with each activity were obtained, (and) employee per acre ratios were derived. These were then examined and, where necessary, modified to more accurately reflect anticipated future labor/land relationships.

Unfortunately, it is not possible at this time to accurately and comprehensively update the local EPA ratios, nor is this necessarily the preferred method for determining EPA ratios. The future demand for land comes from employment that is not yet located in the local area, and therefore may have different EPA characteristics than existing employment.

The EPA ratios used in this study are the result of analyzing the ratios currently in use in other jurisdictions, the ratios suggested by the professional literature, and information gathered at the local level from the just completed Eugene commercial land analysis and recent directions in local development (e.g., increasing development of multi-story, higher density office buildings). The major sources include two studies completed by the Metropolitan Service District

(Metro) in Portland in which EPA ratios were developed using two different approaches. The first study derived EPA ratios for three major categories of employment: Office Commercial, Retail Commercial (disaggregated into regional retail and other) and Industrial (disaggregated into high, medium and low density). The second and more recent study developed existing and projected future (year 2000) EPA ratios for all but one standard employment sector based on an analysis of actual development densities in the Portland metropolitan area. For the Government sector, an average of the other office-related EPA ratios was utilized.

Another major source is the Oregon Economic Development Department's Growth Industries Survey. As discussed earlier, several other jurisdictions also have completed studies of EPA ratios that attempted to predict the ratios of firms likely to locate in the area in the future.

For this study, EPA ratios were developed for each employment sector and, within each sector, for office-related employment and other employment. The ratios were held constant over the entire study period, consistent with recent literature suggesting that growth in employment densities is slowing down if not stopping, although some types of employment in certain locations have experienced a lowering of the average EPA densities, e.g., office employment locating in campus-like business parks. The office and non-office EPA ratios were applied to the projected new employment in proportion to the estimated breakdown of office and non-office employment in each sector.

5. Perform sensitivity analyses on the two most variable and sensitive inputs to the model: the EPA ratios and the patterns of employment by type of land.

Sensitivity analysis refers to the process of changing the value of one or more variable to determine how "sensitive" the results are to the values used. This methodology uses sensitivity analysis to generate high and low acreage estimates and alternative scenarios based on different values and assumptions. First, the values of the EPA ratios were changed. Higher ratios were used to produce acreage estimates at denser development levels than anticipated; and lower ratios were used for development at less dense levels.

Second, different scenarios were prepared based on different assumptions about the amount of industrial employment locating on industrial land. Existing employment patterns by plan designation reflect the fact that much of the current employment in the metropolitan area was in its current location before the plan designations were in effect. This leads to a fairly large amount of industrial employment showing up on land that is not designated industrial. We conducted two additional runs of the model to project the demand for industrial land under

the assumption that more industrial development would locate on land designated industrial than the existing pattern would suggest. The first run assumed that half as much industrial employment would locate on non-industrial land as the current pattern predicts. (For example, the current pattern of lumber and wood products employment shows that 12.6 percent of the sector's employment is on land designated Community Commercial. This run of the model assumed only 6.3 percent of the sector's employment would locate there. The other 6.3 percent was shifted to land designated Industrial.)

The second sensitivity analysis assumed that all further industrial employment would locate on land designated industrial.

6. Estimate the gross industrial acreage required. This study used the methodology used in the Metro Plan to estimate the gross acres required:

   1) the net acres are increased by 20 percent to account for land required for public right-of-way and other uses;
   2) that figure is then increased by an additional 25 percent to account for land held at any point in time for expansion or other reasons.

Industrial Firm Site Requirements

Site requirements were identified through an extensive literature review, discussions with economic development professionals and a survey of industrial realtors recently conducted by the City of Eugene.

There is an abundance of current literature on site requirements of firms in the market for a place to locate. The most recent research on this topic pertinent to Oregon is summarized in the Oregon Industrial Real Estate Handbook prepared in April, 1988 by the Oregon Economic Development Department (OEDD) and the Society of Industrial and Office Realtors. Another source is the Growth Industries Survey which is part of the Oregon Economic Trends Project prepared in December 1986 by the OEDD.

Vacant Industrial Lands Inventory Update

Vacant industrial lands are parcels one acre or larger that are zoned or designated in the Metro Plan for industrial use. Both vacant (vacant, agricultural and forest lands) and underdeveloped lands are defined as vacant. Underdeveloped lands are the vacant portion of parcels that have a structure on the lot.

1. Field Check. A field check of over 50 percent of the vacant industrial parcels and acres revealed that the existing data base was about 99 percent accurate with regard to land use. Secondary sources were used to provide data for the

remaining data items for parcels not field checked. In addition, all parcels with known development activity since the last update in 1986 were field checked.

2. Desk Review. A desk review was completed for each site in the inventory. The data and sources used are listed in the Glossary to this report. The data are contained in an on-line file that is available for on-going planning and economic development reference.

Supply Analysis

1. Identify the number of acres of vacant industrial land by plan designation and zoning district category. The UGB was divided into 8 subregions which were digitized to facilitate data analysis. The area included in the Awbrey-Meadowview plan amendment was included in the inventory.

2. Describe vacant industrial sites (contiguous parcels). A survey was conducted of other jurisdictions in the state on supply methodology. The supply methodology used in this study is more comprehensive and detailed than those surveyed. A list of data items was developed and incorporated into a Site Data Worksheet. A separate worksheet was completed for each vacant industrial site. These data were entered into a computer file and aggregated for the metropolitan area, by city and by region. The individual Site Data Worksheets are included in a technical supplement under separate cover.

3. Indicate the approximate total acreage and percent of sites within each plan or zone district that are serviceable and free from site constraints. For sites five acres and larger and parcels larger than one acre not contiguous to other vacant industrial parcels, indicate site constraints that physically limit development of the site for designated uses. Site constraints are: the site is not serviceable; there is inadequate access; and environmental constraints (floodplain, steep slopes, weak foundation soils).

4. Evaluate the inventory to determine acres and sites that fall into the following categories: 1) land that is available and suitable for industrial development; 2) land that is available for development, but not suitable for industrial development due to its location or other factors; and 3) land that is not suitable for development due to severe physical constraints or other factors.

Supply And Demand Analysis

This step involved the comparison of supply to demand.

Chapter III: Community Objectives

The metropolitan community's industrial development objectives are reflected in the policy direction in local governments' policies, programs and industrial zoning districts. This direction guides local government efforts to balance land allocations among industrial, commercial and residential land uses and to plan public facilities, contributing to cost-effective, efficient delivery of public services. It also provides predictable guidance to industrial firms and developers so that new business development and business retention, expansion and relocation can occur in an efficient and timely manner.

Policies And Programs

Local government policies and programs encourage and facilitate economic diversification, quality industrial development and compact urban growth. The policies in each section are included as examples.

1. Economic Diversification

Policies encouraging economic diversification have been adopted reflecting the community's goal of providing appropriate industrial land for new business development and business retention, expansion and relocation.

Policies

Provide existing industrial activities sufficient land for future expansion. (Metro Plan, page III-B-5, policy 5)

Demonstrate a positive interest in assisting local businesses and in attracting new businesses and industry. (Eugene Community Goals and Policies, page 6, policy 1.0)

Work with the private sector to market and develop sites in the Central Eugene Project, West Eugene Enterprise Zone, and Riverfront Research Park, and other areas as requested where public involvement can facilitate private development of property. (Eugene Economic Development Strategic Plan, page 14, strategy 3 for Marketing and Recruitment)

Support existing major industries and businesses complementing them. (Springfield Economic Development Plan, page 17, objective 6)

Local government programs have emphasized activities that promote the following objectives.

1) providing for the continued operation of existing industry;
2) creating industrial parks;
3) encouraging energy efficient industry;
4) diversifying the area's industrial economy;
5) meeting the needs of relatively larger firms; and
6) recruiting industry which enhances the area's regional status.

One of the first examples of the metropolitan area's commitment to encouraging industrial development was the creation of the Special Light Industrial Metro Plan designation in 1982. The area had little experience with high-technology manufacturing development at the time. This new Plan designation was created and numerous sites were allocated in an effort to respond to the community's objective to diversify the local economy.

Examples of local government efforts to facilitate economic diversification are: 1) the Metro Plan amendment adding 200 acres of industrial land in the Awbrey-Meadowview area; and 2) initiating the West Eugene Wetlands Special Area Study to facilitate industrial development in West Eugene and maintain the metropolitan area's vacant industrial land inventory.

2. Quality Industrial Development

The community, through its economic development objectives, has expressed the desire to improve the quality of industrial sites to better meet the needs of existing firms, and to be more successful in attracting new ones. Factors which effect both the internal quality of sites (such as appearance and adequate parcel size) and their relationship to their surroundings (such as buffering from adjacent uses) are considered important. Environmental values such as water quality and wetlands protection are considered compatible with properly designed industrial development.

Policies

Encourage the improvement of the appearance of existing industrial areas, as well as their ability to serve the needs of existing and potential light industrial development. (Metro Plan, page III-B-5, policy 8)

Encourage compatibility between industrially zoned lands and adjacent areas in local planning programs. (Metro Plan, page III-B-5, policy 13)

Recognize that Eugene's natural environment is a major factor in the community's attraction as a place to live and work, and therefore, efforts to expand the economic base should be compatible with efforts to maintain

and enhance the natural environment. (Eugene Community Goals and Policies, page 12, policy 1.0)

Improve the appearance and safety in and around commercial and industrial areas. (Springfield Economic Development Plan, page 17, objective 8)

Maintain and enhance the compatibility of adjacent land uses through the use of appropriate buffering mechanisms, such as landscaping standards. (River Road-Santa Clara Urban Facilities Plan, page 2-18, policy 1.0)

Industrial land quality was one of the factors addressed in the creation of the Special Light Industrial designation. High-technology firms wanted attractive, campus-like sites in compatible surroundings, which could not be guaranteed by other industrial designations. In addition, many neighborhood refinement plans address industrial compatibility, through residents' desire to minimize the potential impacts from adjacent industry.

3. Compact Urban Growth And Efficient Land Use

Industrial development, to be consistent with the basic planning principles of the Metro Plan and other local plans, will be located so as to support the compact and orderly growth of the metropolitan area. Adopted policies commit the metropolitan area to planning and maintaining urban services, such as streets and sewers, which are needed for industrial development, and to protecting potential industrial land outside the urban growth boundary from premature development.

Industrial development takes place in the same regulatory and policy structure as all other forms of urban development. The Metro Plan has recognized that all types of industrial development need to be provided with urban services and located within the urban growth boundary, as required by State planning goals.

Policies

The Plan and most of its elements are oriented to and require that urban development occur in a compact configuration within a prescribed urban service area. (Metro Plan, page II-1, fundamental principle 3)

Support compact urban growth and encourage development in an orderly manner. (Eugene Community Goals and Policies, page 10, policy 1.0)

Plan for public improvements and maintain existing facilities needed for industrial and commercial development. (Eugene Community Goals and Policies, page 7, policy 7.0)

Zoning Districts

The four Metro Plan industrial categories of Special Light, Light Medium, Heavy and Special Heavy each have implementing zones. In addition, a number of local zoning classifications permit industrial uses in combination with other types of development. These regulations interpret and implement the industrial development policy direction in each jurisdiction.

1. Special Light Industrial

   Eugene: Special Industrial District (I-1)
   Springfield: Special Light Industrial District (SLI)

   The Special Light Industrial zoning districts were designed to provide relatively large sites for individual or groups of specialized industries who want to be protected from uses which are visually and/or operationally incompatible. They have the most extensive site development standards of any industrial zone and are intended to facilitate high quality development which would diversify the metropolitan area economy. The community is interested in maintaining the quality of these sites, as expressed by the preparation of more extensive I-1 development standards for the Willakenzie area.

2. Light Medium Industrial

   Eugene: Light-Medium Industrial District (I-2)
   Springfield: Light-Medium Industrial District (LMI)

   These zoning districts are used for the majority of industrial land in the metropolitan area and permit the widest range of land uses. Their broad scope and wide distribution act to encourage industrial development.

3. Heavy Industrial

   Eugene: Heavy Industrial District (I-3)
   Springfield: Heavy Industrial (HI)

   Heavy industrial zones protect the most intensive industries by providing locations which can be buffered from adjacent, less intensive uses, thereby insuring compatibility. These zones provide for expansion of existing heavy industrial firms.

4. Special Heavy Industrial

Eugene: Special Heavy Industrial District (I-4 outside city limits); I-2, I-3 (inside City with PUD or SR suffix)
Springfield: Special Heavy Industrial (SHI)

The Special Heavy Industrial zones provide large sites for new heavy industrial firms who want to locate in the metropolitan area and also provide locations for existing heavy industries who want to relocate from their present sites. Through their use, these zones provide for the continued presence and operation of basic manufacturing industries.

5. Mixed Uses and Special Districts

Eugene: Whiteaker Residential Mixed Use District (MU-R)
Riverfront Park Special Development District (Riverfront SD)
Commercial-Industrial District (C-4)
Springfield: Booth-Kelly Mixed Use District (BKMU)

These zones apply to areas with unique circumstances, involving either a pre-existing mix of land uses (MU-R and BKMU) or a specialized development form (Riverfront SD).

Chapter IV: Economic Trends

This chapter presents trends in the Eugene-Springfield metropolitan economy since adoption of the 1982 Metropolitan Area General Plan. The text summarizes long and short term economic trends in the Eugene-Springfield metropolitan area and in Lane County; and overall economic trends, including major structural changes to the national, state and local economies.

These trends provide a framework for policy discussions and indicate potential changes to the Plan text. They also provide background information for the development of the demand analysis. For more information on this topic, refer to Chapter II.

Summary

The structure of the metropolitan area economy has experienced significant change since the 1982 Metropolitan Area General Plan was prepared. Unemployment has been halved and employment increased by 15 percent.

Major changes have occurred in the metropolitan area's economy which may alter or contradict the overall analysis of the 1982 Metropolitan Plan's Economic Element. The four structural trends of the 1982 Plan which **no longer hold true** are as follows.

1. *A decline in the lumber and wood products industry as a source of employment.*

   Lumber and wood products have remained a dominant force in the economy and have provided increased employment opportunities.

2. *Limited increase in employment in other manufacturing activities.*

   Diversification of Other Manufacturing continues to occur and provides increasing employment opportunities. Manufacturing employment has not declined in absolute employment numbers nor significantly in relative terms. Non-manufacturing continues to add jobs, but not enough to alter the mix of Manufacturing/Non-manufacturing.

3. *Diversification of the non-manufacturing segments of the local economy, primarily in trade, services, finance, insurance, and real estate.*

   Diversification within Non-manufacturing has been in the Service sector but not the Trade sector.

4. *The development of the metropolitan area as a regional trade and service center serving southern and eastern Oregon.*

   The metropolitan area has not continued to expand its Trade drawing area in southern and eastern Oregon.

Some of the major historical relationships and recent issues that are assumed to be influential over the planning horizon to the year 2010 are listed below.

1. The Oregon and Lane County economies are strongly linked to the national economy. Thus, positive and negative shocks to the national economy will likely continue to be rapidly transmitted to the state and local economies.

2. In the long run, employment and population growth will continue to be higher than the national rate; however, these growth rates will likely be lower than those for the state of Oregon.

3. The long-term deterioration of the average earnings per job relative to the state and nation has been a disincentive to labor migration to Lane County and the Eugene/Springfield Metropolitan area; but local economic development efforts are working on changing this trend.

4. The explosive growth in trade between Pacific Rim countries and the major West Coast port cities offers potentials for local economic growth if aggressively pursued.

5. Tourism stimulated by the strong economic growth occurring in neighboring states and other parts of Oregon offers some potential local economic growth if targeted properly.

6. The year-to-year volatility of employment growth will continue because of the dominance of the lumber and wood products industry which is significantly affected by national business cycles; but the driving force for economic expansion will no longer be the traditional lumber and wood products industry.

7. Non-manufacturing employment growth in the traditional trade and services sectors will continue to be influenced and constrained by anticipated job losses in the lumber and wood products industry and the low average earnings per job locally.

8. Non-lumber manufacturing industries offer a continuing bright prospect for job replacement for the anticipated losses in the lumber and wood products industry as well as net new job creation. The machinery, transportation equipment, metals fabrication, electric and electronic equipment, printing and publishing, and specialty food processing appear to offer the best potentials.

9. Secondary wood products also offers potential job and industry replacement due to the large timber base in Lane County.

Metropolitan Area Economic Structure

In examining the nature of the economic structure of the Eugene-Springfield economy, an understanding of economic base theory is helpful. In economic base theory, the industrial structure of the economy is defined in terms of three types of industries: basic, secondary and tertiary. Basic industries provide the base for local economic activity. Increases or decreases in basic industries or sectors have multiplier effects that affect the health of the economy.

Basic industries export products or services, thereby bringing in dollars to the local economy. Secondary industries sell goods or services to the basic industries. Tertiary industries provide the goods and services that people buy when spending their incomes.

Typically, most Manufacturing industries are considered to be basic industries, while Non-manufacturing industries are secondary and tertiary. In reality, portions of all industrial sectors may be basic even though a particular industrial sector may be principally secondary or tertiary. For example, a Retail Trade firm that sells a portion of its goods or services outside the local economy is engaged in exporting and, therefore, that portion of the business is basic.

In the Eugene-Springfield metropolitan area, there are basic industry jobs outside of the traditional Manufacturing sector. For example, employment at the University of Oregon is basic employment due to tuition and other payments for the enrollment of students whose residences are not in the local area. In a similar manner, the sale of accounting and legal services to clients outside the area creates basic employment. The spending of retired individuals is a basic industry since the physical source of spendable income (e.g., Social Security, pension funds, etc.) is from outside the area. The spending by tourists creates basic employment.

In examining the structure of the Eugene-Springfield economy, the understanding of economic base theory will aid in interpreting the changes that have occurred to the structure of the local economy. Growth in an economy may occur from either: 1) expansion of basic jobs, or 2) creating industries (import substitution) that capture spendable income that is leaving the area (e.g., having retail shopping facilities locally keeps trade dollars from being spent in other areas, thereby creating local trade employment). Growth in basic industries can and usually does lead to growth in secondary and tertiary industries. On the other hand, growth in secondary and tertiary industries does not create additional basic industries.

Metropolitan Area Economic Trends

Since adoption of the Metropolitan Area General Plan in 1982, the Eugene-Springfield metropolitan economy has experienced significant change in some aspects of its industrial structure and stability in others. Wage and salary employment in 1988 was up 21 percent from the low level of the 1982 recession. The unemployment rate is one-half the 1982 figure. At the same time, the relative proportions of Manufacturing to Non-manufacturing employment has remained at a one-to-four ratio. Between 1979 and 1987, the latest available data, per capita income in Eugene has increased faster than Lane County and the State of Oregon, but Springfield has lagged behind both.

The dominant basic industry, Lumber and Wood Products, has maintained and increased employment opportunities in absolute numbers but declined in relative terms, based on countywide data. However, the portion of the industry within the metropolitan area has increased. Other basic Manufacturing employment has increased in the metropolitan area in Other Durables (Electric and Electronic Equipment) and Non-durables (Printing and Publishing).

Additional basic job gains have occurred within the Non-manufacturing sector. Gains have occurred in State and Local Education and probably in some portions of the Service sector. These gains in basic jobs have contributed to the increased secondary and tertiary jobs in Manufacturing and Non-manufacturing. Increased diversification has been the end result.

The Metropolitan Area's Share of Lane County Employment

The Eugene-Springfield metropolitan area contains about 82 percent of the covered wage and salary employment of the Lane County economy. Roughly four out of every five wage and salary jobs are located in the metropolitan area.

Based upon census tract evaluation of Lane County employment, the Eugene-Springfield area has increased slightly in terms of percentage of Lane County covered wage and salary employment from 82.1 percent in 1982 to 82.2 percent in 1988. Manufacturing concentration increased from 68.5 percent to 69.5 percent. Non-Manufacturing Employment also increased slightly from 85.2 percent in 1982 to 85.4 percent in 1988.

Within the Manufacturing sector, there was a slight increase in the concentration of Lumber and Wood Products employment (from 57.4 percent in 1982 to 57.6 percent in 1988) and Food Products (from 76.8 percent in 1982 to 79.6 percent in 1988). The metropolitan share of Other Durable and Other Non-Durable Goods sectors decreased.

In the metropolitan area, Eugene is experiencing an increasing concentration of employment in the lumber and wood products. Springfield's share is declining. In fact, between 1982 and 1988, Eugene had nearly 61% of the net increase in lumber and wood products.

Within the Non-Manufacturing sector, Service and State and Local Education (Government) showed slight increases in metropolitan share. All other sectors decreased slightly. Within the Trade sector, Wholesale Trade decreased more than Retail Trade.

The implication of the steady share of the metropolitan area's portion of Lane County Non-Manufacturing employment is that other areas of the County, and possibly southern and eastern Oregon, are not losing trade to the Eugene-Springfield area. In particular, the trade drain apparent in earlier years did not continue into the 1980s. In fact, from the earliest available figures in 1976, it appears that the metropolitan area's portion of trade employment has not changed since the mid-1970s.

Lane County Economic Trends

Changes in employment for the county as a whole tend to be reflective of events occurring within the metropolitan area, although industry sectors differ in their concentration within the county as a whole and within the metropolitan area.

In 1982, the bottom of the last U.S. recession, Lane County's economy hit bottom with 12.5 percent unemployment compared to 8.2 percent unemployment in 1979, the peak employment year. By 1989, the unemployment rate had dropped to 5.7 percent, less than half the 1982 rate, with total non-agricultural wage and salary employment reading 114,800, 87% above the 1979 peak year.

From 1982 through 1989, wage and salary employment increased by nearly 27 percent. All industry sectors grew except one. Employment in the two broadest sectors (Manufacturing and Non-manufacturing) grew at nearly the same rate with Manufacturing employment increasing at 25 percent and Non-manufacturing at 27%. This similarity of growth rates runs somewhat contrary to popularly-held beliefs. There were wide variations even within these two sectors. All sectors experienced growth with the exception of Transportation, Communications and Utilities which declined due to deregulation of the communications industry.

The number of job gains during the past seven years mirrors the overall distribution of jobs between Manufacturing and Non-manufacturing. Approximately 18 percent of the 24,075 job gains were in Manufacturing (4211), while 82 percent (19,864) were in Non-manufacturing.

In 1982, Manufacturing jobs represented 18.5 percent of wage and salary employment, slightly less than the 20.2 percent in 1979 and the 26.4 percent in 1970. From 1983 through 1989, Manufacturing averaged 19 percent with a variation high of 20.0 percent and a low of 18.2 percent. The 1989 figure was 18.4 percent.

The Non-manufacturing employment share showed similar stability during the past five years, with an average of 81 percent, a high of 81.9, a low of 79.9 percent, and a 1989 figure of 81.6 percent. This compares to 1982 with 81.5 percent, 79.7 percent in 1979, and 73.6 in 1970.

Overall, most of the structural change between Manufacturing and Non-manufacturing occurred between 1970 and 1979. Since 1979, there has been little variation, even with the major 1982 general recession and the subsequent economic recovery.

1. Lumber and Wood Products Employment

From 1970 to 1982, employment in the dominant Lumber and Wood Products industry declined in relative terms, but not in absolute numbers. In 1970, employment in this industry accounted for nearly 20 percent of all wage and salary employment. By 1979, this employment share dropped to under 14 percent, and by 1982 it had fallen to nearly 11.5 percent. Absolute employment in this industry had also fallen to a near record low. These facts, coupled with the trend for increasing labor productivity, led to the 1982 conclusion that there was a decline in this industry as a source of employment.

Since the 1982 general recession, employment in this sector has fluctuated around an annual average of 10,900, with 1989 employment higher than 1982 and the previous five-year average. Growth in this industry has been moderate, with slight increases in sawmill, plywood and other mill jobs as the industry has modernized and labor productivity has improved. In the seven year period since 1982, employment in this sector has averaged 10.9 percent of the wage and salary employment total with only minimal variation during the time period (12.2 percent high and 9.8 percent low). In 1989, this sector had 10.5 percent of wage and salary employment. By 1989, the share of lumber and wood products jobs had declined to 9.8%.

2. Other Manufacturing Employment

The growth and diversification of the non-lumber manufacturing sectors is one of the most significant events of the Eugene-Springfield metropolitan and Lane County economies. Nearly four of every five new manufacturing jobs created since the 1982 recession have been in the non-lumber sectors. The top five non-lumber manufacturing sectors are machinery, transportation equipment, printing and publishing, electric and electronic equipment and rubber and plastic products.

Since 1982, most of the diversification within Manufacturing sectors has occurred in Other Durable Goods Manufacturing. Of the 4,211 increase in Manufacturing employment, 2,576, over 61 percent, occurred in the other durable sectors of Electric and Electronic Equipment, Transportation Equipment, and Machinery. For the

metropolitan area, the major increase has occurred in the Electric and Electronic Equipment and Machinery sectors. Nearly 19% of the net manufacturing job gain occurred in the other non-durables sector with most of the gain concentrated in the printing and publishing sector.

Non-lumber manufacturing sectors provide an important stabilizing effect on Lane County's economy which historically has been buffeted by the highly cyclical wood products industry. As the non-lumber manufacturing sectors continue to grow, the area's economy will become more stable.

3. Non-Manufacturing Employment

During the 1982-1989 economic expansion, employment levels in the non-manufacturing sectors in Lane County have increased by nearly 19,900, or a 27% increase over the period. These jobs represent nearly 83% of the increase in wage and salary employment. Almost 3 of every 4 new non-manufacturing jobs created were in the services and retail trade sectors. The service sector alone accounts for 45% of the total increase in these jobs. Of these, medical services and business services account for half of the total. Retail trade created about 28% of the new non-manufacturing jobs during the recovery period.

These non-basic sectors have been the beneficiary of increased employment in the basic manufacturing sectors. The dollars brought into Lane County's economy by the manufacturing sectors stimulate business expenditures for raw materials and supplies and increase retail trade and services spending by the workers in the basic industries.

In addition, the services and retail sectors provide basic employment in business services, hotels and motels, and medical services, portions of the government sector, especially the University of Oregon, and portions of the trade sector, including wholesale trade that serves southern and central Oregon and tourism-related trade, such as restaurants.

The one sector that has added to the diversification of Non-manufacturing employment jobs is the Service sector. In 1970, its share of the wage and salary employment was 14.4 percent. This increased to 18.4 percent by 1979 and 20.2 percent in 1982. It continued to increase and stood at 22.8 percent of wage and salary employment in 1987. Since 1982, Service jobs have gained 49 percent, a rate much higher than the 31% gain of the Retail Trade Sector.

The gain in Services may be misleading. Most of the gain has occurred in health care services and business services. Included in the business services sector are temporary help agencies. A significant number of people employed by these agencies work in Lumber and Wood Products jobs. If individuals working in these jobs were hired

directly by the Lumber and Wood Products sector rather than by temporary service agencies, their employment would be recorded in the Manufacturing sector. Unfortunately, no data exist on the magnitude of this.

The job growth that did take place in Trade merely maintained the position of Trade, particularly Retail Trade, relative to total wage and salary employment. As secondary jobs, these jobs were created due to the expansion of overall basic jobs in the manufacturing sector. The catch up (import substitution) in Trade jobs, both Wholesale and Retail, occurred during the 1970s when their share of wage and salary employment went from 21.0 percent, 3.8 percent, and 17.2 percent, respectively, to 24.8 percent, 5.3 percent, and 19.5 percent, respectively, in 1979. In the 1980s, the Trade sectors have not added significantly to the diversification of non-manufacturing jobs. In 1989, the distributional share of trade, wholesale trade and retail trade relative to total wage and salary employment were 25.4%, 4.8% and 20.6%, respectively. One possible implication of this is that the metropolitan area is no longer expanding its trade area.

Other major Non-manufacturing sectors have added jobs, but not enough to alter significantly their share of wage and salary employment. Included in this grouping are Construction, which has increased to 3.4 percent share in 1989, and Government, which has decreased its share from 23.0 percent in 1982 to 20.2 percent in 1989, and Finance, Insurance and Real estate which decreased to 4.8% of wage and salary employment.

4. Per Capita Income

Compared to Oregon as a whole, Lane County had slightly higher growth in per capita income during the 1983 to 1987 period and slightly slower growth during the 1979 to 1987 period. Within the metropolitan area, both Eugene and Springfield increased at almost the same rate from 1983 to 1987 (26.5% and 26.1%), which exceeded Lane County (25.6%) and the State of Oregon (24.9%). Eugene and Springfield only lagged behind Junction City, which had a 27.7 percent increase.

In absolute terms, per capita income in 1987 shows Eugene ($11,636) higher than Lane County ($10,627), the State of Oregon ($11,045), and Springfield ($9,233). Nearby Junction City ($9,787) and Florence ($9,625) were lower than Eugene but higher than Springfield.

Overall Economic Trends

Since 1970, the world and U.S. economies have undergone radical transformation. This transformation has been described as the transition to a global economy, an information-based economy, and the service economy. This transformation has been spawned by a wave

of new technologies-- telecommunications, microelectronics, information systems, robotics, genetic engineering and advanced synthetic materials.

1. The Global Economy

The global economy refers to the integration of national economies into a singular worldwide economy. The development of new technologies, especially in advanced telecommunications and information systems, has allowed the development of worldwide mass markets where consumer expectations and behavior are becoming similar around the globe.

Rising worldwide wealth, increased goods production, shifts in comparative advantage in manufacturing location, and the explosive growth in the volumes of international trade flows are the hallmarks of this new global economy. The U.S. consumer who once bought finished manufactured products made in the U.S.A. is now just as likely to buy goods made overseas.

The change in consumer buying preferences has led to the loss of high paying blue collar jobs in manufacturing industries at the same time increased low paying trade jobs were being created. Oregon industries were not immune to this change.

2. The Information Economy

The emergence of the information economy is intricately linked to the application of new technologies, such as microelectronics, telecommunications, robots, genetic engineering and advanced materials. The availability of these technologies has fostered the move away from mass markets, characterized by standardized goods, resource-based, centralized production processes dependent on dedicated machinery to mass produce standard items at one location and requiring unskilled or dedicated machinery skills.

Specialized products and markets made possible by the new technologies places emphasis on the generation, processing, and storage of information. Production at decentralized locations requiring skilled technicians and few laborers, and not dependent on the location of natural resources, epitomizes the information economy. Production locational decisions in the information economy seem to be shifting to major consumer and transportation centers where a quality skilled labor force resides.

3. The Service Economy

The rapid growth of the number and share of jobs in the service-producing sectors has occurred at the same time that manufacturing jobs in the goods-producing sectors has shrunk in numbers and share in the U.S. economy. Production of goods increased in

other nations, particularly the Far East and Third World countries, as population growth created new workers and consumers. Worldwide production of commodities, such as cars, previously produced only in the industrialized west, shifted to other nations as these nations developed comparative advantages in their production.

Economic theory explains the shift from almost exclusive production of goods to production of goods and services as a natural occurrence as individuals and nations become wealthier. As incomes increase, much of the additional spending power is spent on services previously considered luxuries, or beyond the means of the buyer. The shift to a service economy in the U.S. is a shift that would have occurred in the absence of the industrialization of the Third World. The fact that this industrialization has occurred has hastened the shift to a service economy in the U.S.

This shift to a service economy at the expense of manufacturing sectors means the loss of manufacturing jobs has been replaced by service jobs, split between skilled high-wage jobs and unskilled low-wage jobs.

Chapter V: Industrial Lands Demand

The amount, type and location of industrial land that will be needed in the metropolitan area in the next twenty years is determined from a combination of quantitative and qualitative analyses. The policy direction that stems from these analyses forms the basis for determining land needs by industry type and for allocating existing vacant industrial land into appropriate Plan categories.

The quantitative analysis, described below as the Industrial Lands Demand Analysis, computes the number of acres that will be needed based on employment forecasts by industry sector and employee per acre ratios. This analysis produces a range of total acres that will be needed to satisfy the need for industrial land in the year 2010.

The qualitative analysis describes demand in terms of the location and characteristics of industrial land that will most likely serve the community's objectives and meet the needs of existing businesses and those likely to locate, expand or develop here. This analysis is based on a review of "Community Economic Development Objectives" summarized in Chapter III and on the site requirements of firms in the metropolitan area or likely to locate or develop here. In addition, the qualitative analysis considers "market choice," or the provision of a sufficient number and variety of sites to assure that available sites are within a reasonable price range.

Industrial Lands Demand Analysis

The demand portion of the Metropolitan Industrial Lands Special Study is designed to forecast the future demand for land within the Metropolitan Urban Growth Boundary (UGB) that is suitable for development as industrial land. While the supply side of this study includes the inventory of parcels that are zoned Industrial, as well as land designated Industrial, this demand analysis estimates the demand for land that is specifically designated Industrial.

Based soly on projected employment estimates, estimates projecting the need for industrial land show no demand for heavy industry. However, options for allocating land to heavy industrial categories may result from policy decisions to provide sites as explained in the discussion of projected demand later in this Chapter. However, all of the demand for industrial land represented in the demand analysis is for land that will meet the needs of medium and light industries. This is consistent with the demand analysis conducted for the Metro Plan.

Three possible scenarios were proposed, each producing a projected demand for vacant industrial acres (Table 3). The scenarios are the result of the sensitivity analysis described in the Methodology section of the report. The three scenarios differ in their

TABLE 3
FINAL DEMAND FOR INDUSTRIALLY-DESIGNATED ACRES

SCENARIO*	ACRES DEMANDED								
	Likely EPA Ratios			High EPA Ratios			Low EPA Ratios		
	Net	Gross 1**	Gross 2***	Net	Gross 1	Gross 2	Net	Gross 1	Gross 2
Scenario 1	378	453	567	291	350	437	600	721	901
Scenario 2	434	520	650	338	406	507	701	841	1,052
Scenario 3	465	557	697	368	441	551	782	938	1,172

* Scenario 1 assumes existing patterns of employment by designation.
Scenario 2 assumes one-half less industrial employment would locate on non-industrial land than the current pattern suggests.
Scenario 3 assumes no future industrial employment would locate on non-industrial land.

** Gross 1 multiplies the net acres by 1.20, allowing a 20 percent factor for public right-of-way and other uses.

*** Gross 2 multiplies the "Gross 1" acres by 1.25, allowing a 25 percent factor for market choice and future expansion.

See the text for more details on each scenario and each assumption.

assumptions about the amount of industrial employment that will locate on non-industrial land in the future.

Three acreage estimates are presented for each scenario. In each case, the high number is produced from low EPA ratios which assume low densities for industrial employment in the future; the middle figure is produced from "likely" EPA ratios which were calculated from the process described in the Methodology; and the low number is produced from high EPA ratios which assume high densities for industrial employment in the future. The most likely EPA ratios are presented in Table 4.

The figures presented are for "net acres." In order to allow sufficient land for right-of-way and other public uses, the net figures are increased by 20 percent, producing the "gross 1" figures in Table 3. This right-of-way allowance is the percent increase used in the original demand analysis for the Metro Plan.

In addition, the "gross 1" figures were increased by 25 percent to account for land holdings, producing the "gross 2" figures in Table 3. The addition of 25 percent of the total to the inventory is based on analysis conducted for the Metro Plan which calculated that about 25 percent of vacant industrial land is not available at any point in time

TABLE 4
MOST LIKELY EMPLOYEE-PER-ACRE RATIOS

Sector	Office Employment	Other Employment
Lumber and Wood Products	85	25
Other Durable Manufacturing	85	25
Food Products	85	25
Other Non-Durable Manufacturing	85	25
Mining	55	35
Construction	55	35
TCU	141	25
Wholesale Trade	85	25
Retail Trade	55	25
FIRE	48	44
Services	101	25
Government	85	25
Education	55	25

because it is held for some reason, e.g., for expansion, because the owner is waiting for market conditions to improve or for other reasons.

Scenario One

This scenario produced an estimated need for 437, 567 and 901 gross acres of vacant land; the 567 estimate uses the "most likely" EPA ratios. The estimates assume that existing patterns of employment will continue, i.e., that the same amount of industrial employment locating on non-industrial land in the past will continue in the future. For example, 12.6 percent of the lumber and wood products employment is currently located on land designated Community Commercial. This scenario assumes that this pattern will continue.

It is doubtful that past development patterns across land use categories will continue, especially patterns of industrial uses locating on non-industrial land. This is because the existing industrial development patterns predate current policies and regulations, e.g., the Metro Plan designations, which require more industrial uses to locate on industrial land.

Scenario Two

This scenario produced an estimated need for 507, 650 and 1,052 gross acres of vacant land, with 650 using the "most likely" ratios. These estimates are based on the assumption that one-half of the industrial employment locating on non-industrial land in the past would locate on industrial land in the future. This is a more likely occurrence than scenario one because current policies and regulations most likely will have approximately this impact on industrial development location. The result would be an increased need for vacant industrial acres to accommodate these uses.

Scenario Three

This scenario produced an estimated need for 551, 697 and 1,172 gross acres of vacant land, with 697 using the "most likely" ratios. The underlying assumption for all three figures is that all future industrial employment will locate on industrial land. This is unlikely because some industrial employment will continue to locate on non-industrial land under the current policies and regulations.

Examples of industrial employment that tend to locate on non-industrial land include the following: services, wholesale, transportation, communications and utilities (TCU), small manufacturing (woodworking shops), non-durable manufacturing (textiles, printing and publishing, glass and ceramics, apparel and small electronics) and industrial office employment.

Vacant Industrial Acres: Projected Demand

The most likely estimated need for industrial land is projected to be 650 gross acres, based on the following assumptions.

1) About one-half of the industrial employment locating on non-industrial land in the past will locate on industrial land in the future (Scenario 2).

2) Use of the "most likely" EPA ratios, calculated from the methodology described in Chapter Two.

The 650 acre estimate falls within a range of estimates that is sensitive to EPA ratios used and the amount of industrial employment locating on non-industrial land. It is more likely that the actual acres demanded will be greater than 650 acres than less. The

most likely EPA ratios are based on current policies and regulations, including Plan industrial allocations. The following three tools can be used to affect the demand and would justify lower EPA ratios.

1) Metropolitan Plan Policies

Plan policies are described in Chapter III. These policies could be reviewed in light of the trends described in Chapter IV and the information provided on target industries later in this Chapter (see "Site Requirements," below). Based on this review, policies could be proposed that would create the need for more industrial land. For example, policies could give greater emphasis to businesses that tend to use more land, like Spectra Physics, than other, denser forms of industrial development; or policies could be proposed to require all industrial employment to locate on industrial land.

2) Metropolitan Plan Diagram

The Plan diagram could be changed so that industrial land use categories are redefined to accommodate more land consumptive industrial uses than the present categories; and land could be allocated appropriately to those categories. For example, if Plan categories provide for more campus-like industrial parks, which are more land consumptive than some other industrial sites, this would lower the EPA ratios and create a need for more vacant industrial land.

3) Implementation Measures

Changes in local zoning and development standards could affect demand for industrial land in a number of ways. For example, if industrial sites incorporate natural features, open space, buffering, and more extensive landscaping, this would leave greater portions of the site undeveloped. Land uses allowed within an industrial zone also would affect demand for industrial acres. For example, if policies presented as examples in #1, above, were adopted, the land uses allowed in individual zones and all industrial zones would need to be altered, resulting in the need for more industrial land.

The projected demand falls within the range of 650 to 1,172 acres, as described above. The number of acres demanded in the next twenty years may be closer to the higher of these two figures if the jurisdictions decide to amend their Plan policies or implementing ordinances in one or more of the ways suggested.

Industrial Firm Site Requirements

Information about industrial firms likely to locate or expand in the area provides the necessary background for the discussion of needed types and locations of industrial sites.

The site requirements of these firms address the issue of quality industrial development which will help in the development of effective policy options.

Statewide Growth Industries and Location Factors

The OEDD developed a Growth Industries List that identifies growth industries for statewide industrial recruitment and expansion in both metropolitan and non-metropolitan areas of Oregon. The industries were selected based on a detailed ranking methodology. The Department developed and administered a nationwide Growth Industries Survey to provide communities with the specific location factors required by each of the targeted industries included in the list. The objective is for communities to compare their assets to the factors to make an initial determination as to the suitability of the industries to specific communities.

Inquiries made to the state Industrial Property Inventory System are another source of information about the types of firms interested in locating in Oregon and their locational requirements.

Metropolitan Area Growth Industries And Site Requirements

In 1986, the Eugene-Springfield Metropolitan Partnership commissioned the Fantus Company to conduct a nationwide study of industries expected to grow and which would likely locate in the metro area. The study based its analysis on several criteria including the educational quality of the labor force, availability of centers for advanced education in electronics and chemistry, physical environment, total population of the area and quality of air-freight services.

In selecting "target" industries, the study matched the location requirements of the industries with the assets of the metro area and the area's goals for a stable, diversified economy. The report set five standards to identify target firms:

1. Industry growth must be expected.
2. Selected industries should be of sufficient size to be worthy of the proposed development effort.
3. Regional location patterns should favor the Pacific Northwest.
4. The prime locational advantages of Eugene-Springfield should correspond with industry site selection requirements.

5. Requirements for which the Eugene-Springfield area is not strongly competitive should be minimal. (Fantus Report, page 3)

Ten manufacturing industries met the criteria and were identified as either primary or secondary targets as follows:

Primary Targets	Secondary Targets
Scientific Instrumentation	Process Control Instruments
Biotechnology	Electronic Computing Equipment
Miscellaneous Plastics Products	Industrial Controls
Medical Equipment	Communications Equipment
Electronic Components	Miscellaneous Publishing

The Alternative Industrial Growth Areas Study analyzed the land characteristics of these and other industries, based on a survey of forty-four industrial firms throughout the U.S. and other information contained in then current studies on characteristics most important to industrial firms. The information provided in that report was updated, based on additional and recent information obtained for this study. The major findings derived from the research are listed as follows.

1. Site Size

The majority of firms locating in the metropolitan area are small (50 employees or less), although larger industries also have been attracted to this area and we may see more in the future once a "critical mass" of technical support industries and an employment pool is achieved. Types of industries showing interest in this area tend to be high tech (mostly electronics firms), lumber and wood products manufacturing (secondary and value added, not lumber mills), metal fabrication, food products, printing and publishing and plastics.

1) Small firms are primarily interested in locating in an existing building in an industrial park with high quality setting, services in place, adjacent uses screened with landscaping and restaurants close by. Small firms have a short timeframe and often prefer to be operational in as little as 6 months. An established industrial park makes this possible. Large firms and industrial park developers are attracted to large green field sites (flat areas of undeveloped land that is serviceable).

2) If no buildings are available, most small firms want parcels that are 3 to 10 acres in size within a quality environment; anywhere from 3 to 20 acres would be desirable to allow for expansion potential.

3) The visual quality of the environment is key. Larger firms and industrial park developers prefer parcels within a larger, undeveloped area so that the environment can be controlled. The total size of the industrial park should be within the range of 50 to 200 acres, in order to provide flexibility in the size of firms that could locate there.

2. Ownership

One owner is preferred, but, lacking that, the fewer the owners the better. Multiple ownerships are more acceptable to industrial park developers who are more comfortable with assembling land from multiple owners.

3. Access

Airport

A business park adjacent to the airport would be considered very attractive for industries. However, there are no sites so far from the airport that access is an issue with regard to a location decision.

Freeway

A lot of companies prefer close proximity because distance to the freeway in terms of driving time is an issue. Truck-dependent industries and industries that desire high visibility like to be right next to the freeway to save money and time; but, otherwise, firms are satisfied if they are in relatively close proximity. Documented plans for road improvements and expansions are meaningful to firms looking to locate or expand.

Railroad

Few companies want railroad access for transporting finished products. However, some industries rely on rail to transport raw materials. Examples are plastic companies and chemical, especially pharmaceutical, firms. According to recent assessments, this is not an issue for the metro area.

4. Physical Qualities Of Sites

Large firms and industrial park developers are attracted to large, well-drained, flat areas with services at or close by the site, and land still in large parcels. The cost of land also can be an important factor. These are considered "green field" sites. It is critical that services are either already there or readily available. These sites are most desirable for firms because they reduce the start-up costs, especially

time. Firms coming into an area want to be operational within nine months to a year. Clearing land takes time. Green field sites can be created; but, it adds to the cost of development.

5. Surrounding Uses

1) Some firms do not want to locate in an area that is close to residential areas because there has been a tradition of residents having an adverse response to industrial development close by homes. However, in other parts of the state with more industrial development in place, mixed uses are becoming common.

2) Firms want convenient commercial uses and support services (day care, banks, athletic clubs, doctors, etc.) close by and sit-down restaurants within the park.

3) Firms desire to have other industrial firms within the park to have a critical mass. Observed patterns in other areas indicate that the pace of development picks up after the first few firms locate there and set high development standards.

4) Firms are not too concerned about the types of industrial land uses that are located within the park or even on adjacent property, although heavy industrial uses with external impacts (noise, dust, odor, outside storage, heavy truck traffic, etc.) would be incompatible with quality industrial settings demanded by light industries.

6. Plan Designations And Zoning

Almost all of the firms interested in locating in this area could fit into the Light-medium industrial category in the Metro Plan. On the other hand, they favor the environmental controls in the Special Light category, but the title of the designation reportedly scares firms away because it is perceived as an inhibitor.

Industrial Site Design Options

The quality of industrial site design is an important stimulus to industrial development. Economic development professionals emphasize the demand for high quality sites in their recruitment and business assistance communications with industry representatives. The quality of industrial sites is affected by a number of factors, some of which can be shaped by local government policies, regulations and their administration. A slide show on industrial site design characteristics was prepared to illustrate some site design elements.

There are market conditions outside of local government control that may ultimately determine when industrial development will occur; there are some actions that local government can take to encourage quality industrial development; and there are environmental conditions which can provide an opportunity for private industry and local government to work together to achieve quality industrial development.

Market Conditions

Market conditions are beyond the control of local government but have a significant impact on the quality of industrial development. If demand for quality industrial sites is high, developers are encouraged to provide a product in response, as illustrated by the experiences of Hillsboro and other areas in Washington County. This can promote self-regulation by the development community because competitively priced locations with the best, most attractive designs lease out faster than less desirable sites, thereby encouraging developers to include additional landscaping and imaginative site planning for other sites in the future.

High demand can also reduce the amount of price-sensitive development taking place, which can make it easier for the developer to provide additional site amenities (landscaping, attractive building design). Imaginative and economical site planning is possible but more difficult than either poor quality/inexpensive or high quality/more costly site designs.

Policies and Regulations

The following local government policies and regulations define a minimal level of site improvements which serve as a starting point for quality development.

1. Comprehensive Plan Policies

   Comprehensive plan policies provide general development guidelines which can be translated into specific development standards through zoning standards and/or the site plan review process. These policies, if consistently supported, provide a predictable environment for the development community.

2. Comprehensive Plan Designation

   The plan diagram can designate industrial lands in locations which will provide opportunities for site enhancements (e.g., green field sites, areas with natural amenities).

3. Zoning

Zoning districts help in implementing comprehensive plan policies by insuring internal and external compatibility of industrial areas; by determining whether site plans for industrial development need to be reviewed; and by requiring specific lot sizes and configurations that will provide opportunities for aesthetic and functional enhancements.

Internal compatibility of industrial areas can be increased by specifying compatible uses permitted within zoning districts, and by defining building setbacks and other general site design requirements so that industrial firms can maintain a good neighbor relationship with each other. External compatibility involves the same type of site standards, designed to buffer industrial areas from adjacent uses and minimize conflicts between the two.

Site plan review can be required as part of zoning standards. This provides an opportunity for more detailed review of a development's design than is otherwise possible. For example, the cities of Hillsboro and Springfield require site plan review for all industrial development. The City of Eugene requires site plan review when the Site Review suffix is applied during the rezoning process and for industrial parks in the I-1 (Special Industrial) Zone.

4. Site Design Standards

The standards used to review site plans can be either general or specific. There are advantages and disadvantages to each approach. Specific standards can be clearly administered, but lack the flexibility of general standards. General standards lend themselves to a more performance-based approach, but require clear policy direction in order to be implemented effectively. For example, Hillsboro uses general standards based on plan policies supporting quality development. These standards are implemented through specific requirements created as part of negotiations during the site plan review process.

Environmental Site Enhancement Opportunities

Local governments and private industry can work together to achieve high quality industrial development. Development area size and environmental conditions protected by local governments can be used by private industry to improve the appearance and function of sites.

Characteristics of industrial areas influence the quality of development taking place within them. Relatively larger development areas tend to provide a greater variety of site sizes and designs and are better able to ensure overall compatibility. Larger sites

also concentrate high quality industrial development and maximize its visual benefits, rather than diluting its effect through smaller, isolated sites.

Topographic and vegetative features such as waterways, wetlands, and prominent trees have been incorporated as design features in industrial site plans to improve appearance, and, in the case of wetlands, to satisfy federal requirements. In addition, the use of natural features for site enhancement reduces development costs because these amenities would be costly, if feasible, to create. The slide show illustrates examples of industrial developments in other communities that incorporate natural features in site designs. These illustrations demonstrate the positive impact natural enhancements provide to industrial settings.

Market Choice

The term "market choice" refers to the inclusion of vacant industrial land in the inventory to provide a sufficient number and variety of sites in each Plan category in which there will be potential future demand for land. This, in theory, keeps land prices within a marketable range and assures a variety of available sites.

There are several ways in which the existing inventory of industrial land provides adequate sites for market choice.

1) The allocation of vacant industrial land to the four Plan categories described in the Background section of Chapter I provides vacant land in response to the community economic development objective to diversify the local economy;

2) The 25 percent factor included in the demand analysis provides vacant land that may become available at some point in the next 20 years if the market improves, the owner decides to expand or other conditions change;

3) Land that is available for redevelopment and vacant industrial parcels under one acre are not included in the supply inventory, but they do provide alternative development opportunities; and

4) The inventory of vacant industrial land is a 20 year supply. Assuming the inventory is updated on a regular basis, there will be a continual surplus of vacant land.

Chapter VI: Industrial Lands Supply

The supply analysis, like the demand analysis, is both quantitative and qualitative. The Industrial Lands Supply Analysis measures the amount of vacant industrial land in acres and sites that are available and suitable for industrial development. The inventory then is examined in the description of sites in Regional Profiles. In both sections of the Chapter, the industrial lands inventory is evaluated in terms of the following characteristics.

* Prohibitions (unbuildable acres and sites);

* Constraint-free acres and sites (street access; no physical constraints; not publicly owned); and

* Industrial firm site requirements: Site size, ownership, access, physical qualities, surrounding uses, services availability, Plan designations and zoning and incorporation status.

The supply of industrial land in this inventory is vacant industrial land (as of January 1, 1989) that is either zoned or designated industrial (as of January 1, 1990). The analysis is conducted for vacant industrial parcels one acre and larger. Vacant parcels are undeveloped and underdeveloped properties (the vacant portion of a tax lot containing a structure). In addition to the inventory described in this chapter, there are about 300 acres of vacant industrial lands, about 7 percent of the total inventory, that are less than one acre in size; and there are industrial properties that are available for redevelopment. The supply analysis excludes these sites from the inventory, but they are available for industrial use.

Industrial Lands Supply Analysis

The supply analysis identifies the number of acres of buildable industrial land within the urban growth boundaries (UGB) of the metropolitan area and the individual cities of Eugene and Springfield. The analysis also evaluates the quality of the inventory in terms of constraint-free acres and sites and industrial firm site requirements.

Buildable Industrial Acres

This section identifies the amount of vacant industrial land that is buildable, i.e., available for development. The inventory of industrial land includes only buildable land; unbuildable acres are excluded from the supply and demand analysis.

Buildable industrial land is defined as vacant land that is free from all of the following prohibitions to development: floodway, severe soil constraints, severe slopes, approved wetland mitigation site or officially protected wetlands and public ownership (except for the Riverfront Research Park which is considered buildable).

There are about 3,604 acres of buildable industrial land in the Eugene-Springfield UGB, out of a total of 4,039 vacant industrial acres (Table 5). About 709 acres, one-fifth of the total buildable land, are in Springfield's UGB; the remainder, about 2,895 acres, are in Eugene's.

Four hundred and thirty-five unbuildable acres were subtracted from the inventory. Eighty-nine percent of these acres are designated Special Light or Light Medium and 87% are in zoning districts consistent with these designations.

The majority of the buildable acres in the metropolitan UGB are designated Light Medium, 1,430 or 40%, and Special Light, 990 or 28%. Of the remainder, 26% are designated Heavy or Special Heavy; about 6% have Plan designations that allow industrial uses or other Plan designations. The "other" category includes acres that are zoned industrial, but have a nonindustrial Plan designation.

Roughly the same distribution of acres applies among zoning districts (Table 6). The majority of acres are zoned Light Medium or Special Light. Some of the acreage figures for Plan designations do not match those for zoning (comparing Tables 5 and 6). Part of the reason for the discrepancy is that it was not possible to match zoning to Plan designation for all parcels designated Special Heavy. Land labeled Special Heavy in Table 6 includes only parcels zoned I-4 (Special Heavy Industrial in the county within the Eugene UGB) or SHI (Special Heavy in Springfield). Parcels in Eugene with a Special Heavy Plan designation are not given this label in Table 6 because they are zoned I-2 (Light Medium) or I-3 (Heavy) with SR (Site Review) or PUD (Planned Unit Development) procedures and requirements regarding minimum lot sizes and, thus, they appear in Table 6 in the zoning district categories of Heavy (for I-3) or Light Medium (for I-2).

Table 5
Number of Buildable Industrial Acres
By Parcel Plan Designation

	Heavy	Special Heavy	Light Medium	Special Light	Mixed/ University	Non Industrial	Total
Buildable Acres							
Eugene UGB	254.18	500.41	1230.78	734.52	43.12	132.48	2895.49
Springfield UGB	198.34	0.00	198.77	255.17	4.22	52.29	708.80
Metro UGB	452.52	500.41	1429.55	989.69	47.34	184.77	3604.29
Unbuildable Acres	4.90	1.79	183.03	211.23	4.62	29.08	434.65
Total Acres	457.42	502.20	1612.58	1200.92	51.96	213.85	4038.93

Table 6
Number of Buildable Industrial Acres
By Parcel Zoning District

Zoning: Eugene/Springfield	Heavy	Special Heavy	Light Medium	Special Light	Mixed/ University	Non Industrial	Total
	I-3/HI	I-4/SHI	I-2/LMI	I-1/SLI	MUR,SD, C4/BKMU		
Buildable Acres							
Eugene UGB	788.76	265.77	1084.36	489.65	5.12	261.83	2895.49
Springfield UGB	216.30	0.00	210.10	260.44	9.44	12.52	708.80
Metro UGB	1005.06	265.77	1294.46	750.09	14.56	274.35	3604.29
Unbuildable Acres	14.74	1.79	186.19	189.00	0.45	42.47	434.65
Total Acres	1019.80	267.56	1480.65	939.09	15.01	316.82	4038.93

Table 7
Number of Vacant Industrial Sites
Site Size By Site Plan Designation

	Heavy		Special Heavy		Light Medium		Special Light		Mixed/ University		Non Industrial		Total		All
Size (Acres)	Eug	Spr	Eug	Spr	Eug	Spr	Eug	Spr	Eug	Spr	Eug	Spr	Eug	Spr	
0 - 4	8	11		1	42	7	3		1	2	9	5	63	26	89
5 - 9	3	8			15	2					3	2	21	12	33
10 - 19	4	2			10	4					2		16	6	22
20 - 49	4	2			15	2	1		1		2	1	23	5	28
50 - 99	1	1			3	1	1	1					5	3	8
100+			2		2		4	1					8	1	9
Total Sites	20	24	2	1	87	16	9	2	2	2	16	8	136	53	189

Buildable Industrial Sites[1]

There are 189 vacant industrial sites within the Eugene-Springfield UGB (Table 7). One third of these sites (53) are in Springfield's UGB; the remainder (136) are in Eugene's. The sites range in size from over 100 acres (9 sites) to less than five acres (89 sites). Most of the sites (103) are designated Light Medium. Eight of the largest sites are Special Light, Light Medium or Special Heavy sites in Eugene; one Special Light site is the only one in Springfield that is 100 acres or larger.[2] Nine sites are 100 percent unbuildable; 7 because the entire site is in public ownership and 2 due to steep slopes or severe soil constraints. All of these sites are under 20 acres in size.

Constraint-Free Acres And Sites[3]

Constraint-free sites are identified because they are considered development-ready for all types of industrial firms. These acres and sites are serviceable, are not in public ownership, have no known physical constraints and have local, arterial or collector roads providing access to the site.

There are about 1,688 acres within the UGB that are constraint-free in all Plan designation categories (Table 8). The largest number of constraint-free acres are designated Light Medium (598) and Special Light (423), followed by Heavy (352), Special Heavy (208), Nonindustrial (101) and Mixed/University (6).

There are 48 constraint-free sites, one-quarter of the total 189 (Table 9). Half of these are in Springfield's UGB. There are constraint-free sites in all site size categories except 100 acres and larger. Generally, the larger the size, the smaller the number of constraint-free sites. None of the sites 100 acres or larger are completely constraint-free.

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[1]"Sites" are defined as contiguous parcels with the same Plan designation. However, there are a few cases in which parcels within a site have different Plan designations. A Site Plan designation was assigned to each site which corresponds with the Plan designation of parcels which contain the largest number of acres within the site.

[2]Site size categories reflect total site acres (i.e., they include unbuildable portions of sites).

[3]Constraint-free sites have adequate street access (local, arterial or collector to the site), have no portion in public ownership (except the Riverfront Research Park) and have no potential physical constraints. Sites are not constrained by serviceability issues because all sites within the UGB are considered serviceable within the planning period.

Table 8
Serviceable, Constraint-Free Industrial Acres
By Plan Designation

Heavy	Special Heavy	Light Medium	Special Light	Mixed University	Non Industrial	Total
352.22	207.54	598.49	422.77	5.76	100.78	1687.57

Table 9
Serviceable, Constraint-Free Industrial Sites
By Site Size And Site Plan Designation

	Heavy		Special Heavy		Light Medium		Special Light		Mixed University		Non Industrial		Total		All
Size (Acres)	Eug	Spr	Eug	Spr	Eug	Spr	Eug	Spr	Eug	Spr	Eug	Spr	Eug	Spr	
0 - 4	4	5			6	2	2		1	2	3	3	16	12	28
5 - 9	1	4			3	1						1	4	6	10
10 - 19		1			1	2					2		3	3	6
20 - 49		2			1								1	2	3
50 - 99								1						1	1
Total Sites	5	12			11	5	2	1	1	2	5	4	24	24	48

Thirteen percent of sites 50-99 acres, 11% of sites 20-49 acres and 27%, 30% and 31% of the sites in the size categories under 20 acres are constraint-free.

All Plan categories except Special Heavy have constraint-free sites. About the same number of constraint-free sites are designated Heavy (17) as Light Medium (16). Nine of the 24 sites that are zoned for industrial uses but are not designated Industrial are constraint-free.

Industrial Firm Site Requirements

This section evaluates the inventory in terms of suitability for industrial development.

Chapter Five includes a discussion of the site characteristics desired by various industrial firms. Site needs will differ among individual firms, depending on whether they are a new business, relocating, or an existing business that intends to expand. Other variables that partially determine individual firm needs are firm size, types of products (outputs), and characteristics of the work force and raw materials (inputs). Due to these differential requirements, factors that may limit the suitability of a site for one type of industry (e.g., Heavy Industrial) may not be limiting and may in fact be an amenity for another type (e.g., Light Medium Industrial). For this reason, it is important to maintain a variety of sites with different attributes.

1. Site Size

As shown in Table 7, there are 189 sites in all site size categories. Comparing the range of sites by size in the inventory to the discussion of needs in Chapter V, it is evident that the existing inventory is sufficient to satisfy the site size requirements of a variety of industrial firms. However, the quality of the sites in each size category is a critical part of the evaluation.

Physical constraints may impact the size of available and suitable sites. For example, we know that the 48 constraint-free sites fall in all size categories except 100 acres or more. The largest constraint-free sites are an 86 acre site in Springfield's UGB and a 74 acre site in Eugene's. The 9 sites 100 acres or larger are the following acres in size: 326, 288, 249, 225, 215, 210, 125, 116 and 103. Eight of these are in Eugene and one is in Springfield (the 249 acre site). None of these 9 sites are totally free from constraints; but 3 of them contain more than 100 constraint-free acres (See regional maps at the end of the report for site 3 in region 1; site 25 in region 7; and site 84 in region 2). These three sites are considered "development ready" large sites, i.e., they are large sites with street access containing over 100 acres unconstrained by physical constraints.

The remainder of the evaluation closely examines the characteristics of sites by site size in order to ascertain whether the quality of sites in all size categories indicates suitability for industrial development.

2. Ownership

Ownership patterns do not appear to be a major factor restricting the quality of the inventory. All but 7 sites have five or fewer owners; and these 7 sites have 10 or less owners. Four of the 7 sites are Light Medium; 2 are Special Light; and 1 is Special Heavy. Four are 100 acres or larger (leaving 5 of the largest sites with 5 or fewer owners); two are between 20-49 acres and 1 is between 50-99 acres in size.

3. Access

Access does not appear to be a major limiting factor (Table 10). There is an adequate supply of sites with street access, rail access, and good to moderate quality highway access. Airport access was not evaluated because all sites within the UGB are considered to be within sufficient distance from the airport.

Table 10
Access Quality Of Vacant Industrial Sites
Number Of Sites By Site Size

Size (Acres)	Inadequate Site Access	Poor Highway Access	Good Rail Access
0 - 4	7	17	21
5 - 9	5	6	10
10 - 19	1	3	11
20 - 49	3	7	9
50 - 99		2	4
100+		2	3
Total	16	37	58

Site Access

All but 16 sites have local, collector or arterial street access. All 16 are under 50 acres in size; 3 are between 20-49 acres; 1 is 10-19 acres; and 12 are less than 20 acres. Eight of the 16 are designated Heavy Industrial; 7 are Light Medium; and 1 has a non-industrial designation.

Highway Access

All but 37 sites have adequate highway access. The quality of the highway access for the remaining sites ranges from good to moderate to fair. Access to only 37 sites was considered poor. Of the 37, 17 are under 5 acres; 6 are 5-10 acres; 3 are 10-19 acres; 7 are 20-49 acres; 2 are 50-99 acres; and 2 are 100 acres or more.

Rail Access

Fifty-eight of the sites in all size categories do have rail access. A minimum of three sites in each size category have rail access; the smaller the size, the more sites with access. For example, 21 of the sites under five acres have rail access while three of the sites 100 acres or more have access. Sites with rail access are predominantly designated Heavy (25) and Light Medium (22).

4. Physical Qualities

This section examines the extent of constraint on the inventory created by physical qualities and evaluates the impact of individual physical characteristics.

Physical qualities fall into two categories: prohibitions, which classify a site or portions of a site unbuildable, and potential constraints, which have varying degrees of impacts on a site. Physical characteristics frequently overlap one another. To evaluate the cumulative impact of physical characteristics, individual characteristics were mapped and the portion of each site with at least one characteristic was estimated by overlaying each of these maps. The results of the analysis indicate the extent all physical characteristics potentially constrain the inventory.

It is important to consider the size of the site as well as the percent of the site constrained when evaluating the impact of physical constraints on the inventory. For this reason, the number of acres constrained gives a better indication than site data of the actual impact of constraints on the overall inventory of industrial land. Another important consideration is the type of constraint, because some constraints (e.g., potential physical constraints) pose less of an impediment to development than others (e.g., prohibitions).

Site Access

All but 16 sites have local, collector or arterial street access. All 16 are under 50 acres in size; 3 are between 20-49 acres; 1 is 10-19 acres; and 12 are less than 20 acres. Eight of the 16 are designated Heavy Industrial; 7 are Light Medium; and 1 has a non-industrial designation.

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Extent Of Constraint On The Inventory

About 55% of the total inventory of vacant industrial acres (2,242 acres of the total 4,039) is affected by one or more potential physical constraint. Physical constraints have the greatest potential impact on the inventory in the 10 to 20 acre site size range and the least impact in the 20 to 50 and 50 to 100 acre ranges. About 50 to 63 percent of the acres in the remaining site size categories have potential physical constraints to development (Table 11).

Fifty-six sites have no physical constraints. One hundred and thirty-three sites, 70% of the inventory, have some portion of the site constrained by one or more prohibition or potential physical constraint, 41 of these sites have 100% of the site constrained. All of the sites 100 acres or more in size are constrained as are the majority of the sites in each of the other site size categories (Table 12).

Some of the sites with a major portion constrained by physical characteristics may not be suitable for industrial development and may be candidates for redesignation or rezoning to allow other uses (e.g., residential), depending on the type of constraint.

Table 11
Vacant Industrial Acres
Number Of Acres With Physical Constraints By Site Size

Size (Acres)	5 - 24 % Of Site Constrained	25 - 50% Of Site Constrained	Over 50% Of Site Constrained
0 - 4	21.31	23.42	64.31
5 - 9	5.66	52.89	88.92
10 - 19	13.45	114.95	146.88
20 - 49	0.00	112.76	241.24
50 - 99	0.00	62.66	115.28
100+	0.00	376.37	802.20
Total	40.42	743.06	1458.82

Table 12
Vacant Industrial Sites
Number Of Sites With Physical Constraints By Site Size

	5 - 24 % Of Site Constrained	25 - 50% Of Site Constrained	Over 50% Of Site Constrained
0 - 4	8	13	35
5 - 9	4	4	13
10 - 19	5	4	7
20 - 49	4	11	9
50 - 99	1	3	3
100+		5	4
Total	22	40	71

Impact Of Individual Physical Qualities

Physical qualities have varying degrees of impact on the inventory. The most extreme differences are between prohibitions and potential physical constraints.

1. Prohibitions

Prohibitions to development were discussed in the section on buildable lands in this chapter. Steep slopes, severe soil constraints, floodway, approved wetland mitigation site and officially protected wetlands are prohibitions.

Severe soil constraints affect the greatest number of acres of all prohibitions, followed by steep slopes and floodway (Table 13). At present, none of the vacant land in the inventory is prohibited by wetlands status. One 23 acre site (Spectra Physics) was excluded from the inventory as unbuildable because it is an approved wetland mitigation site.

Table 13
Industrial Land With Development Prohibitions
Number Of Industrial Acres By Site Size

Size (Acres)	Floodway	Severe Slopes	Severe Soil Constraints	Wetland Mitigation Site	Officially Protected Wetland
0 - 4	8.13	11.24	10.60		
5 - 9		18.75	6.33		
10 - 19		40.17	52.15		
20 - 49		21.50	56.68	22.55	
50 - 99	74.73		64.51		
100+					
Total	82.86	91.66	190.27	22.55	0.00

2. Potential Physical Constraints

Potential physical constraints are wetlands and hydric soils, the 100 year flood plain, potentially significant riparian and upland areas, and the Willamette Greenway.

As noted earlier, the physical qualities of a site have varying degrees and types of impacts on sites, depending on the specific characteristic and how it interacts with the site. For example, hydric soils, flood plain and wetlands are the most prevalent physical qualities; but they each have different effects on the development potential of a site.

Wetlands may prohibit, restrict, or add to the cost of development. A permit must be obtained from the state and federal government to develop a regulated wetland. The permit may prohibit all development on a site; or it may include a plan for developing around the wetland or for mitigation, both of which may add to the cost of development. The potential impact of hydric soils is less certain than that of wetlands. Hydric soils were included as potential constraints because some of these areas may be agricultural wetlands (which have not been delineated for the metro area) or designated for mitigation sites. Agricultural wetlands must undergo the same regulatory procedure as other types of wetlands. In contrast, property within the flood plain may be developed, but, depending on the location, costs of development may be higher.

Hydric Soils

Hydric soils affect the greatest portion of the inventory, 1,620 acres in 107 sites (Tables 14 and 15). For this reason, we identified the acres and sites constrained only by hydric soils. As discussed in more detail in the Regional Profiles, 245 acres in 56 sites are constrained only by hydric soils. Hydric soil areas outside West Eugene have not been inventoried to determine whether they are disturbed agricultural wetlands. Such a determination could have a significant impact on the availability of these sites for industrial development, because some of the land may be unbuildable. In the long term, hydric soils are not a constraint to development if a determination finds no regulated wetlands.

Wetlands

Potentially regulated wetlands affect 723 acres in 35 sites. Wetlands may be identified as unbuildable if they are prohibited from development as a result of federal and state permit processes. However, no regulated wetlands on industrial land in the metro area currently have this official status. For this reason, they are considered a potential physical constraint. It is possible that the recommendations produced from this study will help in the identification of appropriate strategies for meeting the regulatory requirements (i.e., mitigation v. partial development).

Table 14
Industrial Land With Potential Physical Constraints
Number Of Industrial Acres By Site Size

Size (Acres)	Flood Plain	Known Wetlands	Hydric Soils	Riparian Area	Upland Area	Greenway
0 - 4	59.95	23.42	99.93	24.27	4.49	8.18
5 - 9	43.66	38.66	128.83	16.21	10.62	0.00
10 - 19	63.70	95.37	189.15	36.74	10.31	0.00
20 - 49	110.98	106.98	198.17	86.38	41.58	46.20
50 - 99	387.46	92.80	305.32	0.00	0.00	0.00
100+	124.55	365.94	699.09	0.00	0.00	0.00
Total	790.31	723.17	1620.49	163.60	67.00	54.38

Table 15
Industrial Sites With Potential Physical Constraints
Number Of Industrial Sites By Site Size

Size (Acres)	Flood Plain	Known Wetlands	Hydric Soils	Riparian Area	Upland Area	Greenway
0 - 4	16	6	46	9		2
5 - 9	7	6	12	6		2
10 - 19	1	6	14	1	2	
20 - 49	12	9	21	5	2	1
50 - 99	5	4	6	1		
100+	6	4	8	5	1	
Total	47	35	107	27	5	5

Flood Plain

About 790 acres in 47 sites are in the 100 year flood plain. The location of the flood plain relative to these sites may increase the costs of development.

Upland And Riparian

All potentially significant upland (67 acres in 5 sites) and riparian (164 acres in 27 sites) areas were included as potential physical constraints. If all of these areas are fully protected through the Goal 5 process now underway, these acres will not be available for development and they will be excluded from the inventory as unbuildable land. However, if some or all of these areas are only partially protected or are not protected, portions may be available for industrial development. The conclusions in this report as to the long term need for this land for industrial development may be one of the considerations in determining the protection of natural resource sites.

Willamette Greenway

The Willamette Greenway (54 acres in 5 sites) is the physical quality with the least impact on the inventory. Development is not prohibited in this

area, but it must comply with site design criteria which may or may not add to the cost of development.

5. Surrounding Uses

The uses surrounding vacant industrial sites can add or detract from their suitability for industrial development. Data on this characteristic were collected and are available on a site specific basis in the appendix titled, Metropolitan Industrial Lands Inventory: Site Summaries. A full description of the surrounding uses is not feasible for this report, but the data will be useful for determining suitability of individual sites over time. For example, if some of the sites are identified as unsuitable for industrial development for other reasons, this additional information may help determine more appropriate uses for these sites.

6. Services Availability

All land within the UGB is considered serviceable within the twenty year planning period. As a way of describing short-term availability, sites without water, sanitary sewer or storm sewer facilities within 1000 feet of the site were identified (Table 16). Additional data in the appendix are the size of lines and their actual distance from each site. Additional information on the short-term availability of services is presented in the discussion of planned services and facilities in the Regional Profiles section of this chapter.

Table 16
Industrial Sites More Than 1000 Feet From Public Facilities
Number Of Industrial Sites By Site Size

Size (Acres)	Water	Sanitary Sewer	Storm Sewer
0 - 4	3	16	15
5 - 9	2	5	12
10 - 19	2	2	5
20 - 49	3	2	7
50 - 99	1	1	1
100+	2	2	
Total	13	28	40

Service availability is not a major factor affecting the quality of the inventory. Storm sewers are not available to 40 sites; sanitary sewers to 28; and water service to 13. A majority of the sites in all size categories have services available within 1000 feet of the site.

7. Plan Designations And Zoning

A total of 1,131 acres in 82 sites have potential plan-zone conflicts. There are several reasons why this is such a large part of the inventory.

1) Special Heavy sites and acres were identified as having a conflict if they were not zoned I-4 or SHI although other zoning districts in Eugene (I-2, I-3) may be designated Special Heavy (see discussion in section on buildable acres and sites).

2) Some parcels will need to be redesignated or rezoned consistent with the site definitions in the data file, in part because some sites contain parcels with more than one Plan designation and zoning district.

3) In some cases, the jurisdictions need to rezone parcels to conform to Plan designations (usually part of the refinement planning process).

A determination will need to be made as to how to designate sites that fall into the following categories: sites with more than one designation or zoning; sites that are zoned industrial but have a non-industrial Plan designation; and sites that are zoned for non-industrial uses but have an industrial Plan designation. This will be especially important for sites identified as constraint-free that have a nonindustrial Plan designation (101 acres).

8. Outside City

Sites with portions located outside city limits will require annexation to be developed to urban levels. This is technically not a constraint to development, but it provides additional data to describe the inventory. About 1,670 acres in 63 sites are outside of an incorporated city.

Regional Profiles

The Industrial Lands Study has divided the Eugene-Springfield metropolitan area (or metro area) into eight subregions (see composite and subregion maps). One region (Region 3 in South Eugene) lacks industrially zoned or designated land. This section discusses the characteristics of each industrial region, including the acreage and number of industrial sites that are available, and the development constraints that are present. Unique regional characteristics, such as a higher than average percentage of constrained sites, are mentioned.

Constraint-free sites are discussed by region.[4] Industrial firm site requirements also are discussed, including physical qualities (prohibitions and potential physical constraints). Sites that have at least 25 percent of their area affected by a prohibition are individually mentioned. Other site requirements are discussed, including the availability of public services, conflicts between plan designations and zoning, and whether sites are located outside city limits.

This section does not mention site characteristics which are not unique to specific regions. For example, if the acreage and number of sites with severe soil constraints in a region is close to the metro area average, it is not mentioned. For the same reason, site size, ownership patterns, and percentages of sites with constraints usually are not mentioned because there is little variation between regions.

Regional Summary

There is a choice of constraint-free sites in all regions. These sites are dispersed throughout the metro area, with over half in the Highway 99 and West Eugene regions (Table 17). As noted earlier, sites sometimes contain parcels with different Plan designations. The Metro Plan designations for these sites have been determined by whatever designation covers the largest area of the site.

Hydric soils are present on some sites in all regions but region 4. Hydric soils affect 40 percent of the total industrial land inventory and they are the only constraint for 6 percent (Table 18). If some of these lands are not regulated wetlands or the wetland definition changes, this could significantly increase the amount of constraint-free industrial sites in the metro area.

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[4]Constraint-free sites are identified by a "site Plan designation." This designation was assigned to each site based on the designation of the largest area within each site. In some cases, redesignation of some parcels are necessary in order to make actual Plan designation of the entire site consistent with the site Plan designation.

Table 17
Number of Serviceable, Constraint-Free Industrial Sites
By Plan Designation And Region

	Heavy	Special Heavy	Light Medium	Special Light	Mixed/ University	Non Industrial	Total
Region							
1	1		2			2	5
2	4		6			2	12
4					1		1
5				2			2
6			3			1	4
7	12		4	1		3	20
8			1		2	1	4
All	17	0	16	3	3	9	48

Table 18
Industrial Land With Hydric Soils The Only Physical Constraint
Number of Acres And Sites By Region

	Sites	Acres
Region		
1	14	48.29
2	28	70.33
5	2	77.81
7	11	47.80
8	1	1.14
All	56	245.36

The West Eugene and East Springfield regions particularly are affected by development constraints. West Eugene is affected by potential wetlands and hydric soils. In East Springfield, sites in the Natron area are constrained by development prohibitions and access limitations.

Region 1: Highway 99/River Road/Santa Clara

The Highway 99 region has the second largest amount of industrial land. It has 898 acres of vacant industrial land which is 22 percent of the metro area's industrial land inventory. The region has 32 sites or 17 percent of the site inventory. Of this amount, 56 percent (499 acres) is in sites that are 100 acres or larger (sites 1 and 3). This is the highest proportion of large sites of any region. The Highway 99 region is somewhat free from physical constraints. No sites in the region have any constraints that are prohibitions to development.

1. Constraint-Free Sites

   The Highway 99 region has 5 constraint-free industrial sites. Two are designated Light Medium, one is Heavy and 2 have a nonindustrial Plan designation.

2. Industrial Firm Site Requirements

   Access

   Highway access constrains a higher than average percentage of acreage and sites in the Highway 99 region. This constraint affects 63 percent of the vacant industrial acreage (563) and 28 percent of the sites (9). There are few access points onto Highway 99, which is the primary access road for the region.

   Physical Qualities

   1. Potential Physical Constraints

      A majority of the sites (23 of 32) in this region have some hydric soils. In this area these soil types often follow old stream beds.

   Services Availability

   Storm sewers are not immediately available to 11 sites, which are 34 percent of the region's total. The Metro Area Public Facilities Plan and the River Road-Santa Clara Urban Facilities Plan both call for the construction of storm drainage facilities in the area. As additional land is annexed to Eugene, storm drainage facilities will be more readily available.

Outside City

Most of the Highway 99 region's vacant industrial acreage is outside the Eugene city limits. This is 835 acres, or 93 percent of the region's total amount of vacant industrial land. This property would need to be annexed before development can take place.

Region 2: West Eugene

The West Eugene region has the largest amount of vacant industrial land within it. It has 1,913 acres of vacant industrial land, which is almost half (47 percent) of the metro area industrial inventory. The region has 84 sites which is 44 percent of the metro area inventory. When combined with the Highway 99 region, both areas have 70 percent of the metro area's vacant industrial land area on 61 percent of its sites, and 58 percent of its constraint-free industrial land. West Eugene has the largest amount of land and sites over 100 acres in size (986 acres in 5 sites).

1. Constraint-Free Sites

There are 12 constraint-free sites in West Eugene; six are designated Light Medium, 4 are Heavy and 2 have a nonindustrial designation.

2. Industrial Firm Site Requirements

Access

The West Eugene region has the only planned and funded limited access highway improvements in the metro area; the West Eugene Parkway and the extension of Belt Line from West 11th to West 18th. The West Eugene Parkway will be built across or next to 12 of the region's sites. The Belt Line extension will cross one industrial site.

Physical Qualities

The West Eugene region has the highest percentage (54 percent) of sites that have potential physical constraints on over half their area (45 sites). Potential wetlands and hydric soils are the constraints affecting most of these sites.

1. Prohibitions

There are three sites in the West Eugene region (41, 42, and 50) that have a prohibition to development on 50 percent of their area. All of these prohibitions are due to severe soil constraints. In addition, site 84 has

severe soil constraints on between 25 to 50 percent of its area. A small portion of site 38 is being used as a wetland mitigation area and will be prohibited from development.

2. Potential Physical Constraints

Hydric Soils

Hydric soils are present on 1150 acres, 60 percent of the vacant industrial land in West Eugene. Most of these hydric soil areas do not present an additional constraint to development beyond the acres identified as wetlands because disturbed agricultural wetlands have been inventoried in most of this region (West Eugene Wetlands Special Area Study, L-COG).

Wetlands

Almost all (98 percent) of the wetland acreage in the metro area industrial inventory is in this region. There are 711 acres, or 37 percent of the region's acreage, which have been identified as potential wetlands, including disturbed agricultural wetlands.

Flood Plain

A higher than average percentage of West Eugene's sites (30 percent) are partially within the 100 year flood plain of the Amazon Channel. This is 25 of the region's 84 industrial sites.

Services Availability

The region is well-served by public improvements and has fewer improvement-related constraints than most of the metro area's regions.

Outside City

A small amount of West Eugene's industrial acreage and sites are outside the Eugene city limits. Only 271 acres (14 percent) of the region's land is outside the city limits. With the exception of the Central/University of Oregon region, this is the smallest percentage of the regions.

Region 4: Central/University of Oregon

The Central/University of Oregon region has 48 acres of vacant industrial land on two sites, which provides only 1 percent of the metro area's vacant industrial land inventory.

It has fewer sites and acreage than other regions. The Riverfront Research Park site (2) has 46 of the 48 total acres in this region. The University of Oregon has prepared a development plan for this site.

1. Constraint-Free Sites

One 2 acre site in the region is constraint-free. It is designated in the Metro Plan for mixed uses.

2. Industrial Firm Site Requirements

Physical Qualities

All 46 acres of site 2 are affected by at least one physical constraint. These are all due to the presence of the Willamette River.

1. Potential Physical Constraints

Flood Plain

Between 25 to 50 percent of site 2 is within the 100 year flood plain of the Willamette River.

Upland and Riparian

Over 50 percent of site 2 has either upland or riparian habitat areas.

Willamette River Greenway

Over 50 percent of site 2 is within the Willamette River Greenway.

Services Availability

Existing public improvements need to be extended in order to develop a portion of site 2. These improvements have been identified during the site's development planning process, and are included in the City of Eugene's Captial Improvement Program. The State of Oregon is providing a portion of the funding for these improvements.

Region 5: Willakenzie

The Willakenzie region has 199 acres of vacant industrial land, which is 5 percent of the metro area inventory. The region has 5 sites, which is 3 percent of the site inventory.

(Note: site 3 was deleted leaving 4 sites in this region. Sites 4 and 5 were renumbered. See Errata Sheet.)

All but one of the sites are located in the Coburg/Crescent area. All of the Coburg/Crescent area is designated for Special Light Industrial use. It has the best access and highest visibility of all metro area sites with this designation. The Willakenzie region is well-served by public improvements and has fewer improvement-related constraints than most of the metro area's industrial regions.

1. Constraint-Free Sites

Two Special Light sites in this region are constraint-free.

2. Industrial Firm Site Requirements

Physical Qualities

Hydric Soils

Hydric soils are the only physical constraint that has a significant effect on this region. The Willakenzie region has the largest amount of land (78 acres) that is solely constrained by hydric soils. Three of the region's five sites have hydric soils on a portion of them.

Plan Designations and Zoning

All of the sites in the Willakenzie area have some form of plan/zone conflict. Of the total acreage in the region, 59 percent (118 acres) has a plan/zone conflict. A refinement plan is currently being prepared for the area and when implemented will help resolve these conflicts.

Region 6: Glenwood

The Glenwood region has 123 vacant industrial acres, which is 3 percent of the metro area inventory. There are 13 sites in the area, which is 7 percent of the total site inventory.

1. Constraint-Free Sites

There are four sites in the region that are constraint-free; three are designated Light medium and one has a non-industrial designation.

2. Industrial Firm Site Requirements

Access

This region has the best highway and rail access of all areas. The main line and Medford line of the Southern Pacific Railroad both traverse the region.

Physical Qualities

1. Prohibitions

Site 7 has a prohibition to development on 50 percent of its area due to steep slopes and the Willamette River floodway. Site 11 has a prohibition to development on over 50 percent of its area due to steep slopes.

Services Availability

It appears that all 13 sites in the Glenwood region are more than 1000 feet from storm drainage facilities. According to the Glenwood Refinement Plan, "there are many types of drainageways within Glenwood, ranging from natural water courses to private drainage systems and public facilities. In many areas, existing drainageways are inadequate." Seven sites are over 1000 feet from a sanitary sewer. Storm and sanitary sewer improvements are planned for the region, but only a portion of the sanitary sewer improvements is funded at this time.

Plan Designations and Zoning

A higher than average percentage of the sites in this region have a plan/zone conflict. Eight of Glenwood's 13 sites have some form of a plan/zone conflict. Implementation of the recently completed Glenwood Refinement Plan will help resolve these conflicts.

Outside City

A portion of most industrial sites (12 of 13) in Glenwood is outside the Eugene city limits. Site 3 is completely within the City.

Region 7: West Springfield

The West Springfield region has 627 vacant industrial acres, which is 16 percent of the metro area inventory. It has 40 sites, which is 21 percent of the total inventory. It has the fewest potential constraints and most constraint-free sites (20) of all regions. The region generally is well-served by public improvements.

1. Constraint-Free Sites

The West Springfield region has 20 constraint-free industrial sites, more than any other region. Twelve of these sites are designated Heavy; 4 are Light Medium; 1 is Special Light; and 3 have a nonindustrial Plan designation.

2. Industrial Firm Site Requirements

Access

Eight of the 40 sites do not have site access, a higher proportion than other regions. Twelve of the sites have poor highway access. All West Springfield sites that are served by Main Street are considered to have a highway access constraint, due to its distance from limited access highways. No limited access highways are currently planned or funded for the region.

Physical Qualities

1. Prohibitions

There are two sites in the West Springfield region that have a significant area affected by physical prohibitions to development. Between 25 to 50 percent of site 25 is within the floodway of the McKenzie River. Site 1 has steep slopes on 50 percent of its area.

2. Potential Physical Constraints

The 100 year flood plain is the only physical constraint affecting a significant amount of industrial acreage in West Springfield. There are 125 acres, or 20 percent of the region's industrial land supply, that are within the 100 year flood plain of either the Willamette or McKenzie Rivers. Sites 25 and 35 are affected by this constraint.

Region 8: East Springfield

The East Springfield area has 232 vacant industrial acres, which is 6 percent of the metro area industrial inventory. There are 13 sites within the region, 7 percent of the site inventory. The area has the greatest concentration of public improvement constraints of any region. Most site constraints in this region apply to the sites located along Jasper Road in the Natron area (sites 9 through 13).

1. Constraint-Free Sites

There are 4 constraint-free industrial sites in this region, all of which are north of Main Street. Two are designated Mixed Uses, one is Light Medium, and one has a nonindustrial designation.

2. Industrial Firm Stie Requirements

Access

A higher than average percentage of sites in the East Springfield region has site or highway access constraints, mostly in the Natron area. Four sites in this region, 80 acres, are constrained by site access, and seven sites, 201 acres, are constrained by highway access. All five Natron area sites have poor highway access because of their distance from limited access highways. The regional transportation plan (TransPlan) includes a proposed limited access highway project to improve access to the area. No funding sources have been identified for this project.

In contrast, sites 3 through 8, north of Main Street, have all services at the site, have street access and good to fair highway access.

Physical Qualities

1. Prohibitions

All five Natron area sites are affected by development prohibitions due to steep slopes, severe soil constraints, or both. Site 11 (11.4 acres) is completely prohibited from development due to steep slopes; site 12 (1.8 acres) is completely prohibited from development due to severe soil constraints. Portions of sites 9, 10 and 13 are unbuildable due to slopes and soils constraints. Of the 80.3 acres in site 9, 24.1 have these prohibitions, as do 11.7 acres of the total 39 acres in site 10 and 14.8 acres of the total 29.6 in site 13.

2. Potential Physical Constraints

Fifty-six acres of the total 80.3 in site 9 have no physical constraints as do 27.3 acres of the total 39 in site 10.

Services Availability

The five sites in the Natron portion of this region are more than 1000 feet from the nearest storm or sanitary sewer facilities. No facilities that would serve this

area are currently planned or funded. However, in the Metro Plan amendments adopted in 1989, the Plan text was changed to provide that industrial firms are allowed to provide self-contained sewage disposal facilities subject to regulatory standards.

Plan Designations and Zoning

Seven of the region's 13 sites have a plan/zone conflict. These seven sites total 99 acres in size. Almost half (47 percent) of this acreage is on sites 2 and 3, on the boundary between industrial designations.

Outside City

All five sites in the Natron area are outside the Springfield city limits.

Chapter VII: Supply And Demand Analysis

The methodology and assumptions used in this inventory report identify 3,604 acres of buildable industrial land, of which about 185 acres have a non-industrial Plan designation. The report also identifies about 1,688 constraint-free industrial acres. Vacant industrial land is either designated or zoned industrial. This supply exceeds the projected demand over the next twenty years, which is between 650 to 1,172 acres.

Presenting demand as a range allows the figures to account for past trends while accounting for: 1) variations in land use efficiency or intensity and associated employee per acre ratios, and 2) the degree to which future industrial employment will locate on non-industrial lands.

The 1,688 constraint-free acres may be the best suited to meet short-term industrial demand. This portion of the supply also exceeds the twenty year demand projection. Both the short and long-term supply figures exceed the demand figures, thereby providing some market choice.

Given the supply and demand figures, any additions to the industrial inventory would need to be based on other factors. These factors and other industrial land issues are explored and addressed in the Policy Recommendations Report portion of the study.

Long Term Supply And Demand

There are 4,039 acres of land on 189 sites that are industrially designated or zoned within the metropolitan UGB. Of this total inventory, about 3,604 acres on 180 sites are considered buildable, of which 709 acres are in Springfield's UGB and the remainder are in Eugene's. This supply exceeds the projected demand of between 650 and 1,172 acres. The 2,432 to 2,954 acre surplus of buildable land provides a degree of market choice. It also provides land for future policy-based industrial uses that are not anticipated from past trends. Special Light industrial uses are an example of these policy-based uses.

The demand analysis shows no demand for heavy industry, based on past employment trends. Because of this, the demand figures are for light medium industrial uses. A total of 2,420 buildable acres are designated Light Medium or Special Light. In addition, there are 453 buildable acres designated Heavy. These may remain in the inventory to satisfy a need not shown by past trends or they may be partially available for other uses. There are an additional 500 acres designated Special Heavy that meet a portion of the need for large sites. Another 185 acres are zoned for industrial uses but do not have an industrial designation.

Constraint-free Acres And Sites

Approximately 1,688 acres and 48 sites within the UGB are constraint-free. Constraint-free land is privately owned, lacks physical constraints, has a local, collector or arterial street providing site access and is serviceable in the planning period. The constraint-free definition does not cover those constraints that can be eliminated by public actions, such as plan/zone conflicts. For example, there are 9 "constraint-free" sites in the inventory with a nonindustrial Plan designation. There are constraint-free acres and sites in all Plan categories, except Special Heavy. Half the constraint-free sites are within Springfield's UGB.

There are constraint-free sites in all site size categories except 100 acres and larger. However, when acres with constraints are subtracted from sites in this category, there are three sites with over 100 constraint-free acres each.

Industrial Site Quality

The analysis examined all the industrial firm site requirements identified in Chapter V except surrounding uses. Data for this site characteristic are available in an appendix and may be used in a detailed evaluation of the suitability of specific sites for nonindustrial uses. Site characteristics included in the analysis were: size, ownership, access, physical qualities, services availability, Plan designations and zoning, and incorporation status.

Potential physical constraints are present within a portion of most industrial sites in all site size categories. There are 189 sites ranging from less than 5 acres to over 100 acres in size. Sites tend to have 5 or fewer owners. They usually have adequate site and highway access, with 58 sites located next to rail lines. Water services are available to all but 13 sites, sanitary sewer to all but 28, and storm sewer to all but 40. Some adjustments to Plan designations and zoning will be needed, primarily as a housekeeping measure. Annexation will be required for parcels in 63 sites, but this is not considered a development constraint.

Physical qualities present the greatest constraint on the existing inventory. These qualities may show that some surplus buildable industrial land may be more appropriate for uses other than industrial. A list of sites that are appropriate for redesignation could result from a coordinated effort combining the findings of this study with the findings of the Eugene Commercial Lands Study, Metropolitan Residential Lands Study, Natural Resources Special Study, and the West Eugene Wetlands Study now underway.

Physical prohibitions or potential physical constraints affect about 55% of the total inventory (2,242 acres of 4,039). The greatest potential impact is on sites in the 10 to 20 acre range and the least impact is on sites in the 20 to 50 and 50 to 100 acre ranges. At

least 50% of the acres in all site size categories are constrained or potentially constrained by physical characteristics.

Of all potential physical constraints, hydric soils have the greatest single impact on the inventory, followed by location within the flood plain and wetlands. About 1,620 acres in 107 sites contain hydric soils, about 790 acres in 47 sites are in the flood plain, and about 723 acres in 35 sites contain wetlands. The physical qualities of a site have varying degrees and types of impacts, depending on the characteristic and how it interacts with the site. For example, some land with constraints, such as property in the flood plain, may still be suitable for industrial development. In addition, some land with potential constraints, such as wetlands, may eventually be officially prohibited from development through the permit process, or protected locally as an LCDC Goal 5 resource and be excluded from the inventory as unbuildable land.

The development potential of a site also may be constrained by a lack of fit between the site characteristics and its industrial designation. The Policy Recommendations Report will provide direction for appropriate industrial designations for the industrial land supply and other industrial land quality issues.

Appendix A

Zoning Districts
By
Metro Plan Category

SPECIAL LIGHT INDUSTRIAL

The Special Light Industrial zoning districts were designed to provide relatively large sites for specialized industries who want to be protected from uses which are visually and/or operationally incompatible. They have the most extensive site development standards of any industrial zone and are intended to facilitate high quality development which would diversify the metropolitan area economy.

Eugene: Special Industrial District (I-1)

Purpose:

This zone is designed to protect and enhance special light industrial sites to accomodate specialized light industrial uses that have relatively large numbers of employees per acre, have no negative external impacts, cannot tolerate noise or other forms of pollution, and require good access and attractive settings.

Permitted Uses:

Light industrial uses, research and development complexes, and regional distribution centers. The district permits smaller-scale light industrial and ancillary uses under the provisions for industrial parks. Offices are limited to large-scale tenants, such as a corporate office headquarters, and are limited to a maximum of ten percent of the area. Further, the extent that smaller scale light industrial uses can develop in industrial parks is limited to a maximum of the lesser of 40 acres or 30 percent of the area zoned I-1. Commercial establishments, such as restaurants and banks, are permitted in industrial parks with explicit limitations and conditions.

Minimum Lot Size:

Within a contiguous area of at least 50 acres, 10 acres for individual non-office uses. For industrial parks where building permits have been issued, lot sizes are determined through the site plan review process. For offices with issued building permits, a minimum area of 2 acres is required, not to exceed 10 percent of the I-1 area.

Industrial Parks:

Require a development plan prepared by an architect, engineer, and landscape architect which is subject to specific site review standards.

Springfield: Special Light Industrial District (SLI)

Purpose:

The SLI District ensures that Springfield's prime campus industrial sites retain their suitability and are available for large concentrations of specialized light industrial development and supporting uses. Special Light Industrial sites are intended primarily for developments that require 5 acres or more of land for immediate and future expansion needs. A smaller portion of each site is intended for industrial parks and corporate headquarters.

Permitted Uses:

Certain "campus" industrial uses are considered "Primary Uses," and are permitted subject to Site Plan Review approval. Examples of such uses are manufacture and assembly of electronic equipment and components, and multi-use office and special light industrial structures. The following are examples of industrial uses considered "Secondary Uses", and are permitted in industrial parks in the SLI District, provided that the development area occupied by secondary uses in the district does not exceed the development area occupied by primary uses: wholesale distribution of computers and other 'high tech' equipment, and; preparation of advertising copy, art work, graphics, and other creative work.

Minimum Lot Size:

The minimum development area for the SLI District, with the exception of office complexes, is 5 acres. The minimum development area for office complexes is 2 acres. The minimum lot size for unincorporated SLI land that does not have City Site Plan Review approval is 50 acres. With Site Plan Review approval, the minimum lot size is 10,000 square feet, with 75 feet of frontage.

Industrial Parks:

Require a development plan prepared by an architect, engineer, and landscape architect which is subject to specific site review standards.

LIGHT MEDIUM INDUSTRIAL

The zoning districts are used for the majority of industrial alnd in the metropolitan area and permit the widest range of land uses. Their broad scope and wide distribution act to encourage industrial development.

Eugene: Light-Medium Industrial District (I-2)

Purpose:

This zone is intended to permit a wide range of manufacturing and other industrial uses with controlled external impacts. It is applied in areas designated for light-medium industry in the Metro Plan, refinement plans, and special area plans.

Permitted Uses:

Includes manufacturing of lumber and wood products, paper, chemicals, metal, and fabric, and motor vehicle repair and service.

Minimum Lot Size:

6000 square feet with a minimum of 50 feet of street frontage (both can be reduced with Planning Director approval).

Industrial Parks:

Require a minimum of 5 acres and a comprehensive development plan to insure compatibility.

Eugene: Commercial Industrial District (C-4)

Purpose:

This district is oriented towards automobile-oriented commercial activities and complementary light-medium industrial uses that do not involve manufacturing. It's limited to sites with a preexisting mix of commercial and industrial uses, direct frontage on arterials, and designated for strip commercial use in the Metro Plan.

Permitted Uses:

All non-manufacturing I-2 uses are permitted in this zone, as well as a variety of commercial activities.

Minimum Lot Size:

6000 square feet with a minimum of 50 feet of street frontage (both can be reduced with Planning Director approval).

Industrial Parks: Not applicable.

Springfield: Light-Medium Industrial District (LMI)

Purpose:

Light and medium industries are generally involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impact from these uses is minimal. The need for transportation is usually met by truck. Manufacturing and processing activities are located indoors.

Permitted Uses:

Examples of light-medium industrial uses allowed in the LMI Districts are: automotive and heavy equipment repair and service, and manufacturing and assembly of metal, fabric, finished wood products, and appliances. Also permitted in the LMI district are uses characterized as "Campus Industrial", such as the manufacture and assembly of 'high tech' equipment.

Minimum Lot Size:

10,000 square feet with a minimum of 75 feet of street frontage.

Industrial Parks:

Subdivisions in the LMI District must conform to special environmental design standards for industrial parks. Industrial parks are allowed upon approval of a Development Area Plan. Industrial parks require a minimum of 5 acres and a comprehensive development plan to insure compatibility.

HEAVY INDUSTRIAL

Heavy industrial zones protect the most intensive industries by providing location which can be buffered from adjacent, less intensive uses, thereby insuring compatibility.

Eugene: Heavy Industrial District (I-3)

Purpose:

This zone is designed for heavy industrial uses that could be incompatible with activities permitted within other industrial zones. It is located in areas designated for heavy industry in the Metro Plan, refinement plans, and special area plans.

Permitted Uses:

Incinerators, wrecking yards, and all uses permitted in the I-1 and I-2 zones.

Minimum Lot Size:

6000 square feet with a minimum of 50 feet of street frontage (both can be reduced with Planning Director approval).

Industrial Parks:

Require a minimum of 5 acres and a comprehensive development plan to insure compatibility.

Springfield: Heavy Industrial (HI)

Purpose:

Heavy industries are generally involved in the primary processing of large volumes of raw materials into refined materials. Processing usually generates liquid or solid wastes; air pollutants; and other emissions. These industries require heavy transportation.

Permitted Uses:

All light-medium and "campus" industrial uses permitted in the LMI district are permitted in this district. Examples of heavy industrial uses permitted are: lumber and wood products; paper; chemicals and primary metal manufacturing; large-scale storage of hazardous materials; power plants; and railroad yards. Certain heavy industrial uses are deemed "Discretionary Uses". They may or may not be permitted, based upon the application of general criteria, and may be subject to special locational and siting standards. Some examples of "Discretionary" HI uses are auto wrecking and the manufacturing and distribution of explosives.

Minimum Lot Size:

Lot size standards are the same as for the Light-Medium Industrial District.

Industrial Parks:

Require a development plan prepared by an architect, engineer, and landscape architect which is subject to specific site review standards.

SPECIAL HEAVY INDUSTRIAL

The Special Heavy Industrial zones provide large sites for new heavy industrial firms who want to locate in the metropolitan area, and also provide locations for existing heavy industries who want to relocate from their present sites. Through their use, these zones provide for the continued presence and operation of basic manufacturing industries.

Eugene Urban Transition: Special Heavy Industrial District (I-4)

Purpose:

These areas are designated to accommodate relocation and expansion of existing heavy industrial uses, and to accommodate a limited range of other heavy industries, in order to broaden the manufacturing base of the metropolitan economy and to take advantage of the natural resources of this region. These industries require large areas for processing, preparing and storing raw materials. The I-4 district applies to property in Lane County that is within the Eugene UGB. Special Heavy Industrial sites inside the City will have an I-2 or I-3 zoning.

Permitted Uses:

Agricultural processing. Lumber and wood products manufacturing, asphalt plants, food processing, and other similar uses are conditionally permitted.

Minimum Lot Size: 40 acres

Industrial Parks: Not applicable.

Springfield: Special Heavy Industrial (SHI)

Purpose: Same as in Eugene

Permitted Uses:

"Campus industrial" uses, permitted in the LMI District, are not permitted in the SHI District. All light-medium and heavy industrial uses permitted in the LMI and HI Districts are permitted in the SHI District, with some exceptions, including: automotive and heavy equipment repair and auto wrecking. Certain light-medium industrial uses, however, are deemed "Special Uses", and are subject to special locational and siting standards. Examples of such "special uses" are: manufacture and assembly of metal, fabric, wood, paper, chemical, and metal products and feed. Similarly, certain heavy industrial uses are deemed "Discretionary Uses", which may or may not be permitted, based upon the application of general criteria, and may be subject to special locational and siting

standards. Some examples of these are bulk plants, manufacture and distribution of explosives, and foundries and stamping plants.

Minimum Lot Size:

Lot size standards for the SHI District are the same as for the LMI and HI districts except that until annexed to the City, the minimum lot size is 40 acres.

Industrial Parks:

Industrial park standards are the same as in the HI District.

MIXED USES AND SPECIAL DISTRICTS

These zones apply to areas with unique circumstances, involving either a pre-existing mix of land uses (MU-R and BKMU) or a specialized development form (Riverfront SD).

Eugene: Whiteaker Residential Mixed Use District (MU-R)

Purpose:

This special mixed use zone is intended to encourage a mix of residential and other complementary neighborhood scale uses, and to allow continuation of existing industrial uses. It is located in three areas within the Whiteaker neighborhood.

Permitted Uses:

Residential uses are emphasized, but new industrial uses allowed in I-1 and I-2 zones can be conditionally permitted in existing industrial buildings.

Minimum Lot Size: Not applicable.

Industrial Parks: Not applicable.

Eugene: Riverfront Park Special Development District (Riverfront SD)

Purpose:

This special zone has been created and applied to the area planned for the University of Oregon's Riverfront Research Park, and is intended to facilitate the successful development of a research and development park consistent with the policies of the Riverfront Park Study. It provides for activities and uses which complement the research and educational

functions of the University of Oregon.

Permitted Uses:

Laboratories and other non-manufacturing facilities for research and development, and activities of the Oregon State System of Higher Education. Manufacturing is permitted if it is directly related to a primary use and if it takes up no more than 40 percent of the gross floor space devoted to the related primary use. Accessory activities such as a specialized machine shop and related storage and distribution facilities are permitted if they do not take up more than 25 percent of the gross floor area within any one development site.

Minimum Lot Size: Not applicable

Industrial Parks:

The Riverfront Research Park is designed to be developed as a type of industrial park.

Springfield: Booth-Kelly Mixed Use District (BKMU)

Purpose:

The BKMU District encourages a variety of commercial, industrial, recreational and residential land uses in a pedestrian-oriented setting that takes advantage of the district's natural features.

Permitted Uses:

"Campus Industrial" uses similar to those allowed in LMI, HI & SLI are permitted in the BKMU District. Most light-medium industrial and warehousing uses permitted in the LMI district are permitted in the BKMU district. Some LMI uses, with greater external impacts, such as heavy equipment and automotive repair, are not permitted. Wholesaling and warehousing activities are permitted only when secondary to a manufacturing use.

Minimum Lot Size:

The minimum development area for major redevelopment or new construction is 10 acres, except for lots fronting South "A" Street or the minor expansion of existing structures. The minimum lot size in the BKMU District is 10,000 square feet for industrial uses. No land division is allowed prior to approval of a Conceptual Development Plan.

Industrial Parks: Not applicable.

Appendix B

City of Eugene Industrial Survey 1989

The City of Eugene is presently attempting to replace 100 to 200 acres of wetland-impacted industrial land. As part of this process, staff developed a survey questonnaire concerning industrial land development needs and sent it to 17 local commercial/industrial real estate agents doing business in Eugene-Springfield. The 11 responses were received and are summarized below.

1. PARCEL SIZE

The majority of firms locating here are not particularly large (50 employees or less) so they prefer not to invest in and develop raw property.

Comments * agree (9 responses)

They generally look for development-ready sites of three to ten acres in high quality industrial parks.

Comments * agree (8 responses).
* these sites need to be truly development-ready (2 responses).
* most firms want existing buildings and do not want to build, as they are concerned about the time needed to obtain necessary permits and construct buildings.
* sites in industrial parks are not always desired, sometimes a C-1 or C-2 type location is preferred.
* with one or two exceptions there are no high-quality industrial parks in Eugene.
* a wider range of site sizes is needed.
* most firms want sites under 1 acre, few want from 1 to 5 acres, hardly any want 5+ acres.

Small firms typically look for existing buildings of 4,000 to 10,000 square feet on about one acre of industrial park land so there is room to expand.

Comments * agree (9 responses).
* most firms want existing buildings and don't build, as it's less expensive.
* buildings of 10,000 to 20,000 square feet on 1 to 2 acre sites are also needed.
* smaller firms usually lease, and move when it's time to expand.

2. SURROUNDING ENVIRONMENT

Firms are attracted to industrial parks because sites are development ready (utilities, streets, and the like are there). They prefer parks of between 50 and 200 acres; in other words, large enough to screen out visually adverse existing and potential neighbors.

Comments * development ready sites are needed
* price and location are more important considerations than any of the factors mentioned in this section.
* industrial parks are not that important: many firms are willing to locate outside of industrial parks, access is more important than location in an more important than location in an industrial park.

Heavy industrial neighbors are acceptable if they generate a positive visual impact.

Comments * some heavy industrial uses are not at all compatible.
* noise is a concern of some light industrial firms.

3. OWNERSHIP

Those parties that are interested in developing raw land prefer to deal with single ownerships, but two or three contiguous owners are accept able if they all want to sell. On the other hand, industrial park developers sometimes find it advantageous to work with multiple owners in packaging a site. Holdouts, particularly a property with a home on it, are always avoided.

Comments * agree (3 responses).
* never desirable to deal with more than one owner (4 responses), and especially when they aren't represented by professionals (1 response).
* difficult to generalize as processes are unique.
* land assembly can be a relatively minor issue.

4. ACCESS

Airport - no sites are so far from the airport that access is an issue with regard to location decisions.

Comments * agree (5 responses).
* highway access is much more important than air (3 responses).
* need 4 lane access roads to airport.

Railroad - few companies need direct rail access to ship finished products. A few may rely on rail to transport raw materials, but this is not characteristic of firms coming to Eugene.

Comments * wood products firms are an exception (2 responses).
* inventory of sites with rail is needed.

Freeway - truck dependent firms like direct freeway access. Others would be satisfied with quick access to Interstate 5 by way of Beltline and similar access routes. Most important is that it not take too long to get to and from the freeway.

Comments
* agree (9 responses).
* sites need to be located away from congested streets with restricted turning for trucks, like West 11th (2 responses).
* good 4 lane access roads to sites are needed.
* good visibility from highways is important.
* there should be as few turns as possible between sites and I-5
* Beltline provides good regional and I-5 access for many sites

5. PHYSICAL SITE QUALITIES

For those interested in developing raw land, flat, well-drained sites with services close at hand are favored. Sites can be prepared, but that takes time and money. Firms like to be operational within nine months.

Comments
* agree (10 responses).
* firms prefer to be in operation faster than 9 months.
* there is a shortage of desirable sites; it has taken as much as 6 months just to find a suitable site.
* land use issues need to be resolved in advance of development.
* some firms choose sloping sites for aesthetics.

6. SURROUNDING USES

Again, visual impact is often more important than actual uses. Also, many firms want convenient commercial uses, particularly restaurants, close by. They like to be near other industrial users to attain critical mass.

Comments
* agree (5 responses).
* only a small number of firms are concerned about image.
* price and location of sites are more important than these factors.
* these factors are not a problem here.
* there is a need for an attractive industrial/office park here.
* some firms prefer isolation.
* desire to be close to suppliers, vendors, and financial services.

7. ZONING

Eugene's I-2 zoning would accommodate nearly every prospective firm. It allows a wide range of uses. The best situation would be an industrial park in an I-2 zone. The I-1 (Special Light Industrial) district in cludes desired environmental controls, but the name is seen as an inhibitor.

Comments
* agree (6 responses).
* a business park is needed (3 responses).
* there shouldn't be a bias in favor of industrial parks.
* work is needed on commercial zones as well.

I-2
* expand I-2 and make less restrictive.
* industrial parks limited to I-2 uses will not be successful.
* I-2 should be more performance based and flexible; only state what's unacceptable uses.
* add the versatility of the C-4 zone to I-2.
* firms which perform fabrication or partial assembly can find I-2 uninviting.

I-1
* the I-1 zone is unrealistic for Eugene because of its limited range of uses, creates most problems.
* need more office, some service retail.
* many firms don't want to pay for the required site improvements in I-1
* I-1 name isn't inhibiting.
* change I-1 name to Light Industrial.

8. CENTRAL EUGENE INDUSTRIAL AREA

Is the area responding to industrial needs on its own, or are there steps the City should be taking to improve its development and redevel opment potential?

Comments * Chambers Connector will help, although other industrial areas have larger and cheaper parcels available.

Examples previously discussed include encouraging gradual relocation of heavy industrial uses to other areas.

Comments * 5 respondents did not support this idea, commenting that it wasn't feasible and that the relocation areas were unknown.

Redesignating and rezoning some heavy industrial portions to light and medium industrial.

Comments * yes, on a case-by-case basis (2 responses).
* yes, from I-3 to I-2.
* yes, but don't create any more I-1.

Street improvements.

Comments * yes, integrated with the West Eugene Parkway.
* yes, and take other actions that will improve visual quality.
* yes, provided they are sized adequately.
* take no action (2 responses).

Removing unneeded rail spurs.

Comments * take no action (2 responses).
* unimportant.
* not until potential uses are sited.
* yes.

Encouraging consolidation and redevelopment of vacant and underdeveloped parcels.

Comments * agree (3 responses).
* be sensitive to downzoning.
* take no action.
* can be costly and difficult.

9. ADDITIONAL COMMENTS

* the industrial vacancy rate is currently low, but space doesn't lease fast enough to warrant new speculative construction.
* development of a business park is needed; similar to Willow Creek, but in a better location.
* concentrate resources to develop solutions for wetland mitigation problem.
* maintain contact with industrial real estate brokers.
* consider creating a computerized inventory of industrial parcels.
* provide assistance with permit process and financing.

Appendix C

Industrial Lands Demand Methodologies Survey

TABLE 1
LIST OF CONTACTS FOR INDUSTRIAL LAND DEMAND METHODOLOGIES SURVEY

Jurisdictions Contacted

Oregon	Washington	Idaho
* Metropolitan Service District (Portland)	* Vancouver	Boise
* Salem	Centralia/Chehalis	
Hillsboro		
Beaverton		
Corvallis		
Roseburg		
* Washington County		
* Gresham/East Multnomah County		
* Oregon District 4 Council of Governments		
* Bend/Redmond/Sisters/ Deschutes County		

Consultants/Organizations Contacted

* CH2MHill (Corvallis)
ECO Northwest (Eugene)
Urban Land Institute
* Economic Development Services (Vancouver)
Lewis County (Washington) Economic Development Council

* - Completed a recent study on industrial land demand

a. Conducting a survey of industries in the study area to determine actual EPA ratios at the time of the study.

Example: Portland Metropolitan Service District (METRO), which surveyed industries in the Greater Portland area.

b. Surveying targeted industries in other jurisdictions to identify EPA ratios for those industries desired in the study area.

TABLE 2

EMPLOYEE-PER-ACRE (EPA) RATIOS IDENTIFIED IN INDUSTRIAL LAND DEMAND METHODOLOGIES SURVEY

EPA RATIOS USED BY OTHER JURISDICTIONS

JURISDICTION	METHOD	DATE	INDUSTRY CLASSIFICATION	EPA RATIOS	
				STUDY YEAR	YEAR 2000
Metropolitan Service District (Metro) Portland	Survey of industries in greater Portland area*	1982	High (High-tech)	50	50
			Medium (Assembly, fabrication)	18	18
			Low (Warehouse, etc.)	9.7	9.7
City of Salem	Regional survey of targeted industries	1981	Light (Electronic and electric, instrument, transportation and equipment, printing and publishing)	24	24
			Heavy (Machinery, fabricated metal, paper and allied products, food and allied products)	10	10
			Wholesale Trade	8	8
Washington County	Survey of industries within county**	1988	Selected High-Tech	40	N/A
			Other Light Industries	25	N/A

Continued...

TABLE 2, continued

EMPLOYEE-PER-ACRE (EPA) RATIOS IDENTIFIED IN INDUSTRIAL LAND DEMAND METHODOLOGIES SURVEY

EPA RATIOS USED BY OTHER JURISDICTIONS

JURISDICTION	METHOD	DATE	INDUSTRY CLASSIFICATION	EPA RATIOS STUDY YEAR	EPA RATIOS YEAR 2000
Gresham/East Multnomah County	"Heavy/Moderate" and "Light" developed by Economic Development Services, all others provided by Metro	1987	Construction and Mining	35	35
			Electrical Manufacturing (Electronic and electric, measuring equipment)	25	25
			Other Manufacturing	13	13
			-Light (Food and allied products, printing and publishing)	15	15
			-Heavy/Moderate (Textiles, lumber and wood products, paper and allied products, chemical products, primary and fabricated metals, machinery, transportation equipment)	8	8
Oregon District 4 Council of Governments	Survey of industries in Linn, Benton, and Lincoln Counties	1980	Electronics	31-35	31-35
			All Light (Including electronics)	22-24	22-24
			Primary Metals	6-7	6-7
			Wood Products	2-4	2-4
			All Heavy (Including primary metals and wood products)	2-4	2-4
Bend/Redmond/ Sisters/Deschutes County	Developed by Economic Development Services	1986	Light	15	15
			General	10	10
			Heavy	5	5

Continued...

TABLE 2, continued

EMPLOYEE-PER-ACRE (EPA) RATIOS IDENTIFIED IN INDUSTRIAL LAND DEMAND METHODOLOGIES SURVEY

EPA RATIOS USED BY OTHER JURISDICTIONS

JURISDICTION	METHOD	DATE	INDUSTRY CLASSIFICATION	EPA RATIOS STUDY YEAR	EPA RATIOS YEAR 2000
Joseph De Chiara and Lee Koppelman, Planning Design Criteria	-Same-	1975	Light	28	22
			Industrial Park	18	16
			Heavy	8	6
Eugene-Springfield Metro Plan Update	Developed by L-COG from data provided by Oregon State Employment Division and Lane County Geographic Information System	1975	Light	25	25
			Heavy	10	10
Institute of Transportation Engineers	Based on data reported by numerous jurisdictions nation-wide from 1965-1987	1987	Manufacturing (Conversion of raw materials or parts into finished products. Includes space used for office, warehouse, and other associated functions)	20.1	N/A
			Industrial Park (Areas containing a number of industrial and related facilities)	19	N/A
			Light (Printing, material testing, data processing equipment assembly)	17.4	N/A
			Warehouse (Primarily devoted to storage of materials)	14	N/A
			Heavy (Manufacturing of large items)	7.6	N/A

Continued...

TABLE 2, continued

EMPLOYEE-PER-ACRE (EPA) RATIOS IDENTIFIED IN INDUSTRIAL LAND DEMAND METHODOLOGIES SURVEY

EPA RATIOS USED BY OTHER JURISDICTIONS

JURISDICTION	METHOD	DATE	INDUSTRY CLASSIFICATION	EPA RATIOS STUDY YEAR	EPA RATIOS YEAR 2000
Oregon Economic Development Department (OEDD), Growth Industries Survey	Survey of 750 companies nationwide which were identified by OEDD as part of 25 growth industries. Survey performed by GMA Research.	1986	Manufacturing of Durable Goods		
			-Telephone and telegraph equipment	54.2	N/A
			-Industrial controls	15.1	N/A
			-Radio and TV communications equipment	14.5	N/A
			-Plastic products	13.2	N/A
			-Semi-conductors and related devices	13.1	N/A
			-Electronic coils and transformers	13	N/A
			-Paper, coating and glazing	12.3	N/A
			-Electronic computing equipment	11.5	N/A
			-Other electronic components	11.1	N/A
			-Book publishing	11.1	N/A
			-Aluminum castings	10.6	N/A
			-Printing machinery	9.8	N/A
			-Surgical appliances and supplies	9	N/A
			-Machine tools, metal cutting	8.6	N/A
			-Metal coating and allied services	8.1	N/A
			-Engraving and plate printing	7.9	N/A
			-Measure and control instruments	7.3	N/A

Continued...

TABLE 2, continued

EMPLOYEE-PER-ACRE (EPA) RATIOS IDENTIFIED IN INDUSTRIAL LAND DEMAND METHODOLOGIES SURVEY

EPA RATIOS USED BY OTHER JURISDICTIONS

JURISDICTION	METHOD	DATE	INDUSTRY CLASSIFICATION	EPA RATIOS STUDY YEAR	EPA RATIOS YEAR 2000
Oregon Economic Development Department (OEDD), Growth Industries Survey (continued)			-Plastic materials and resins	6.6	N/A
			-Non-ferrous roll and draw	5.3	N/A
			-Upholstered furniture	5.3	N/A
			-Transportation equipment	3.6	N/A
			-Periodicals	3.4	N/A
			Manufacturing of Non-Durable Goods		
			-Drugs	5	N/A
			Food Products		
			-Dehydrated food products	3.9	N/A

* Results of Metro's survey were used by CH2MHill to conduct a study for a Portland-area jurisdiction, and by other jurisdictions and organizations. They are also reflective of results obtained for Vancouver, Washington.

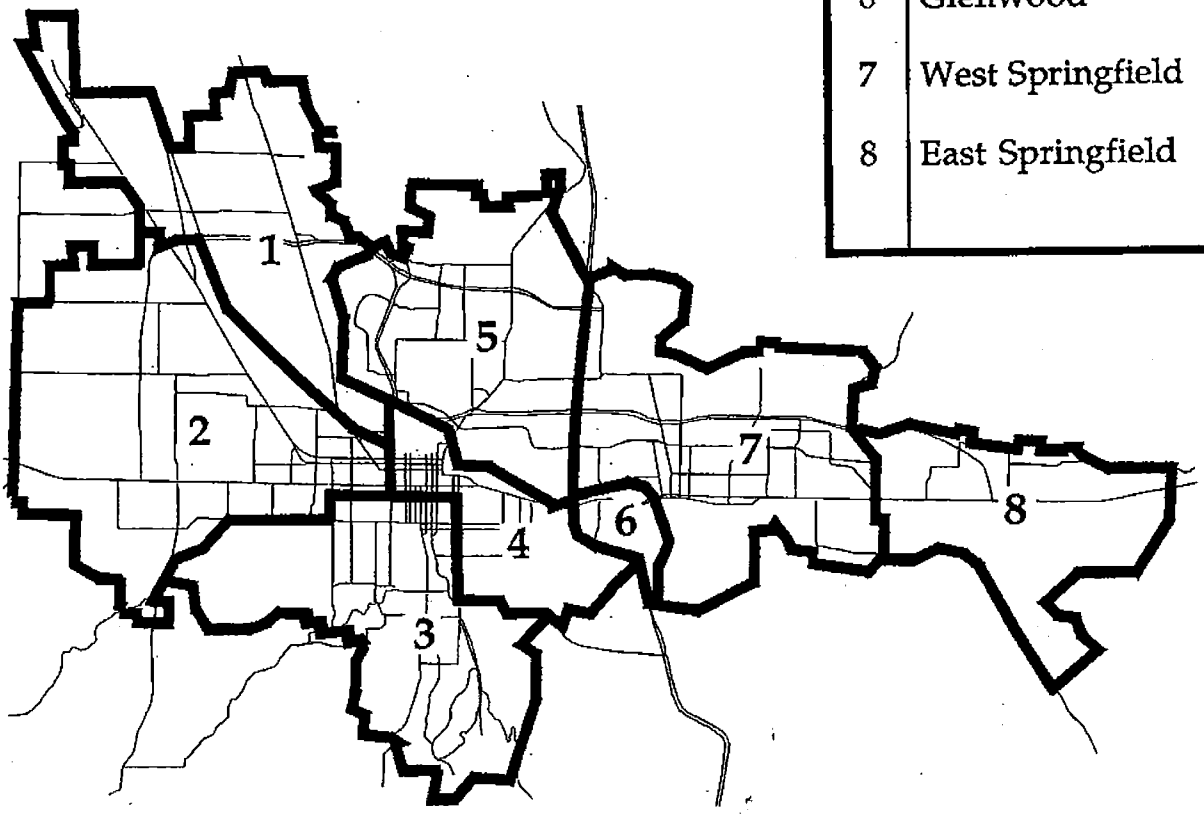
** Results of Washington County's survey included a range in EPA ratios from a low of 4 to a high of 60. The survey included only light and high-tech industries.

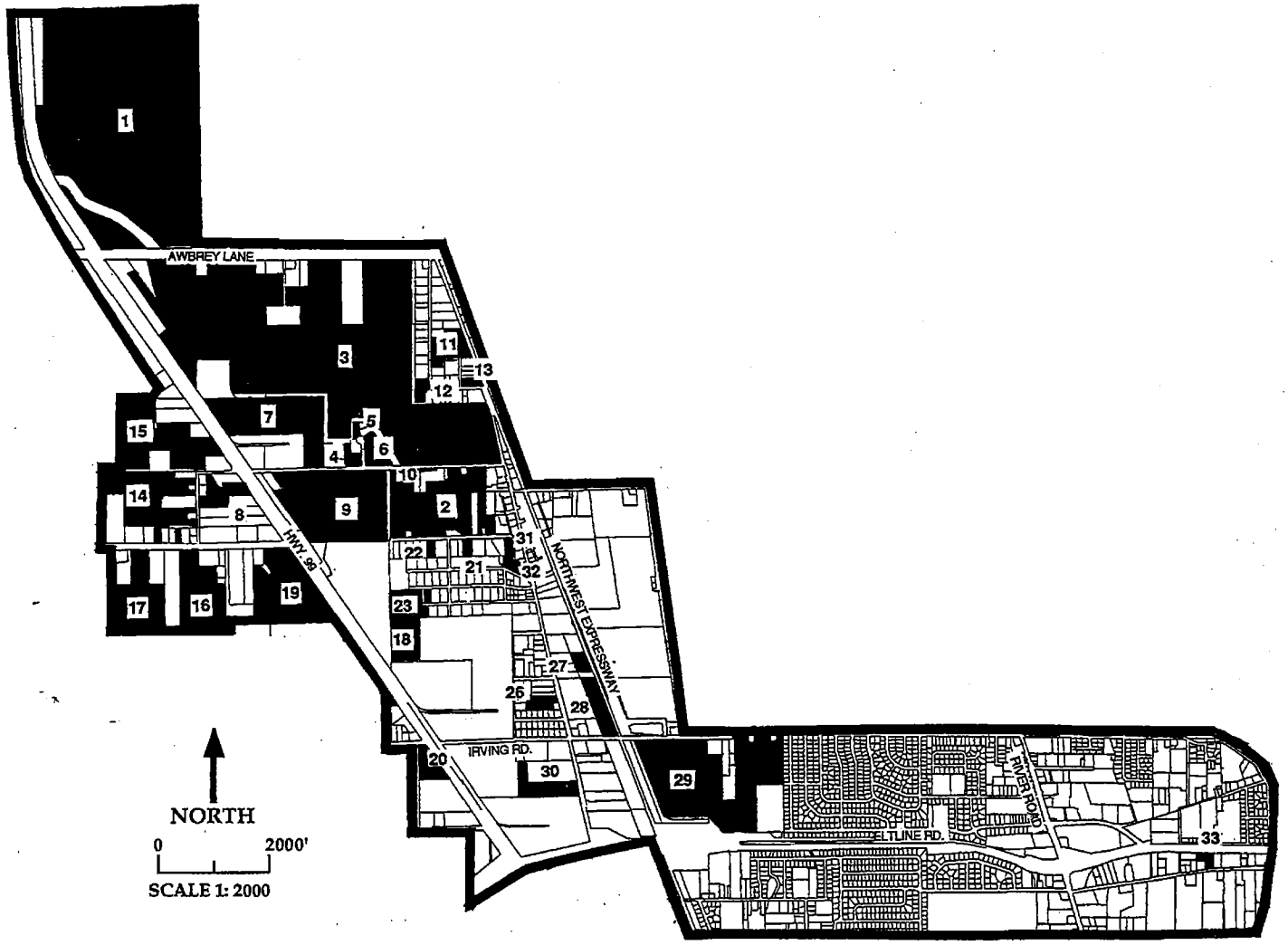
Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

COMPOSITE MAP

#	Sub Region
1	Hwy 99/River Road/Santa Clara
2	West Eugene
3	South Eugene
4	Central University
5	Willakenzie
6	Glenwood
7	West Springfield
8	East Springfield



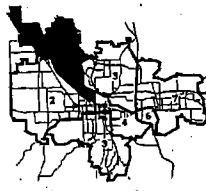


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	2, 3, 5, 6, 8, 10 thru 22, 26 thru 31
Heavy	4, 7, 9
Special Heavy	1
Non-Industrial	23, 32, 33

Vicinity Map

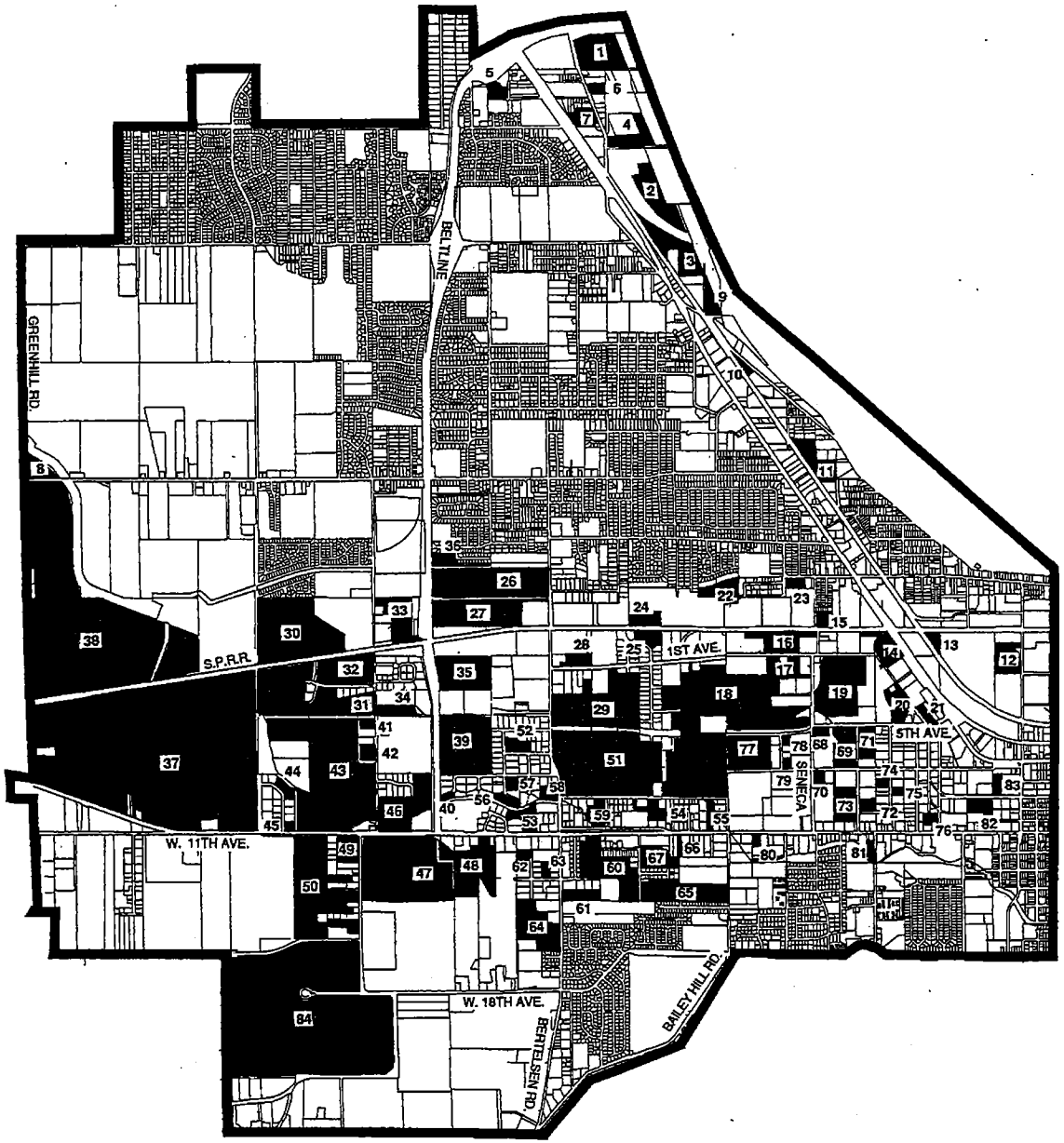


Vacant as of January 1989

Sites in

SUBREGION #1

HWY 99/ RIVER ROAD/SANTA CLARA



NORTH

0 2000'

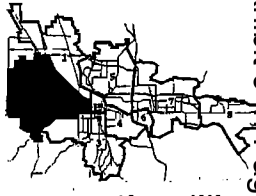
SCALE 1: 2000

Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	1 thru 3, 6, 8, 15, 18, 22 thru 26, 28, 31 34 thru 36, 38 thru 42, 45 thru 47, 49 thru 65, 67 thru 79, 82, 83
Special Light	37, 43, 44, 84
Heavy	4, 7, 9, 10, 12 thru 14, 16, 17, 19 thru 21, 27, 30, 32, 33
Non-Industrial	5, 11, 29, 48, 66, 80, 81
Publicly Owned	9, 40, 56, 77 thru 79

Vicinity Map



Vacant as of January 1989

Sites in

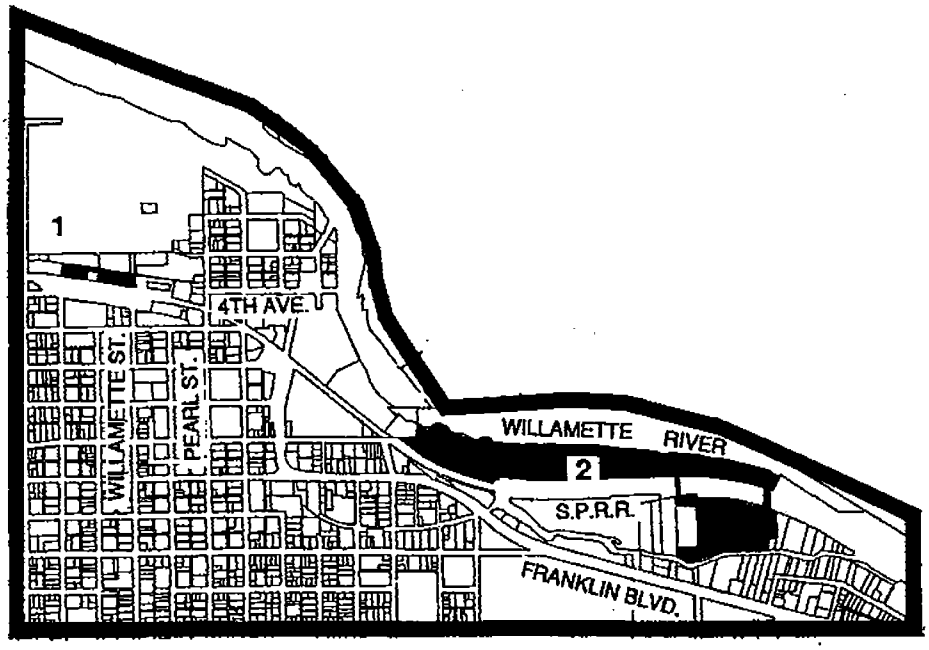
SUBREGION #2

WEST EUGENE

Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Mixed/University	1, 2

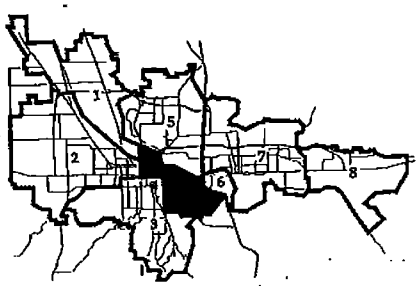


NORTH

0 2000'

SCALE 1: 2000

Vicinity Map

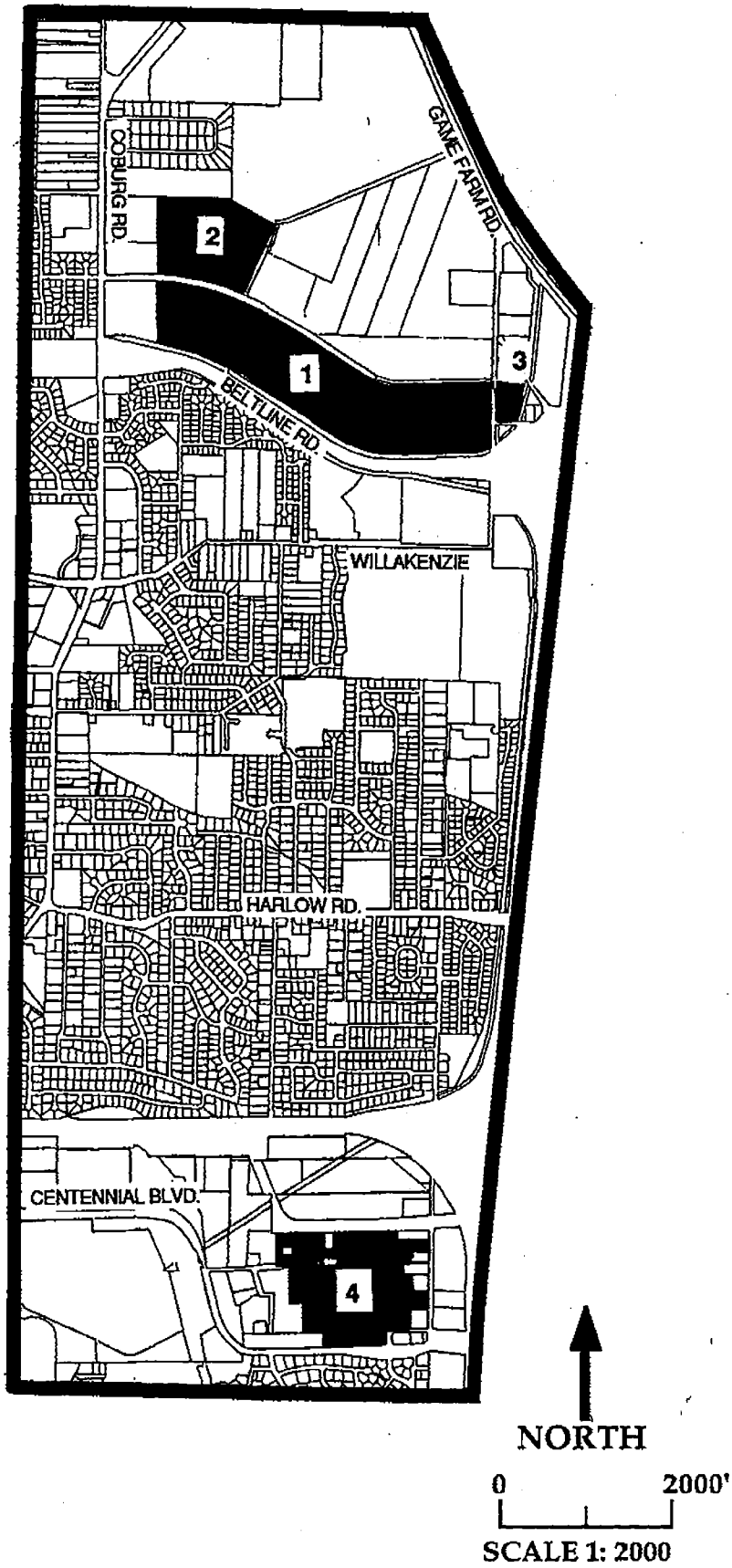


Vacant as of January 1989

Sites in

SUBREGION #4

CENTRAL UNIVERSITY

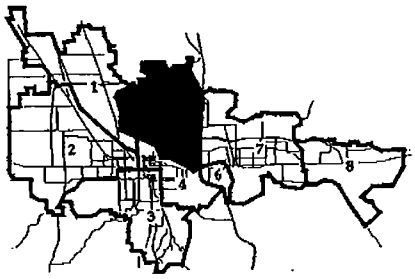


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	4
Special Light	1 thru 3

Vicinity Map

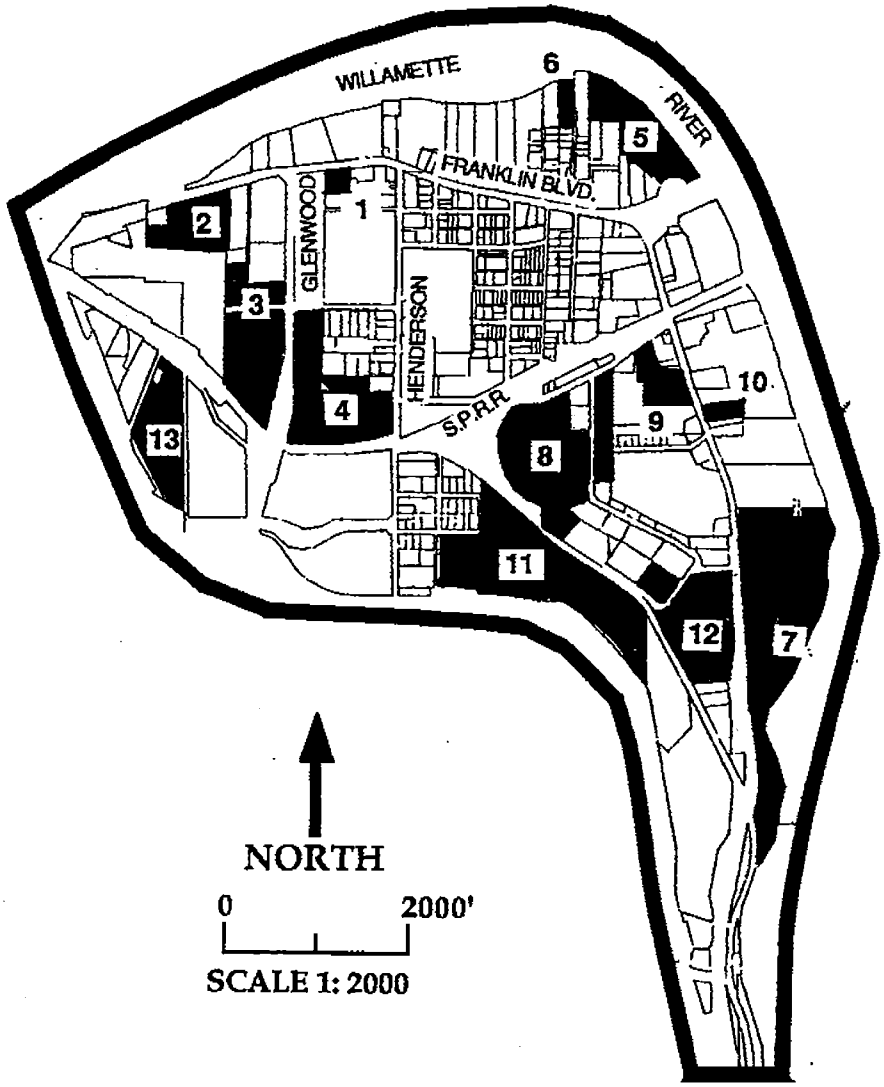


Vacant as of January 1989

Sites in

SUBREGION #5

WILLAKENZIE

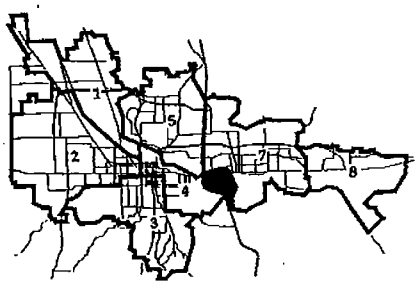


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	2 thru 4, 8, 9, 11, 12
Non Industrial	1, 5 thru 7, 10, 13

Vicinity Map

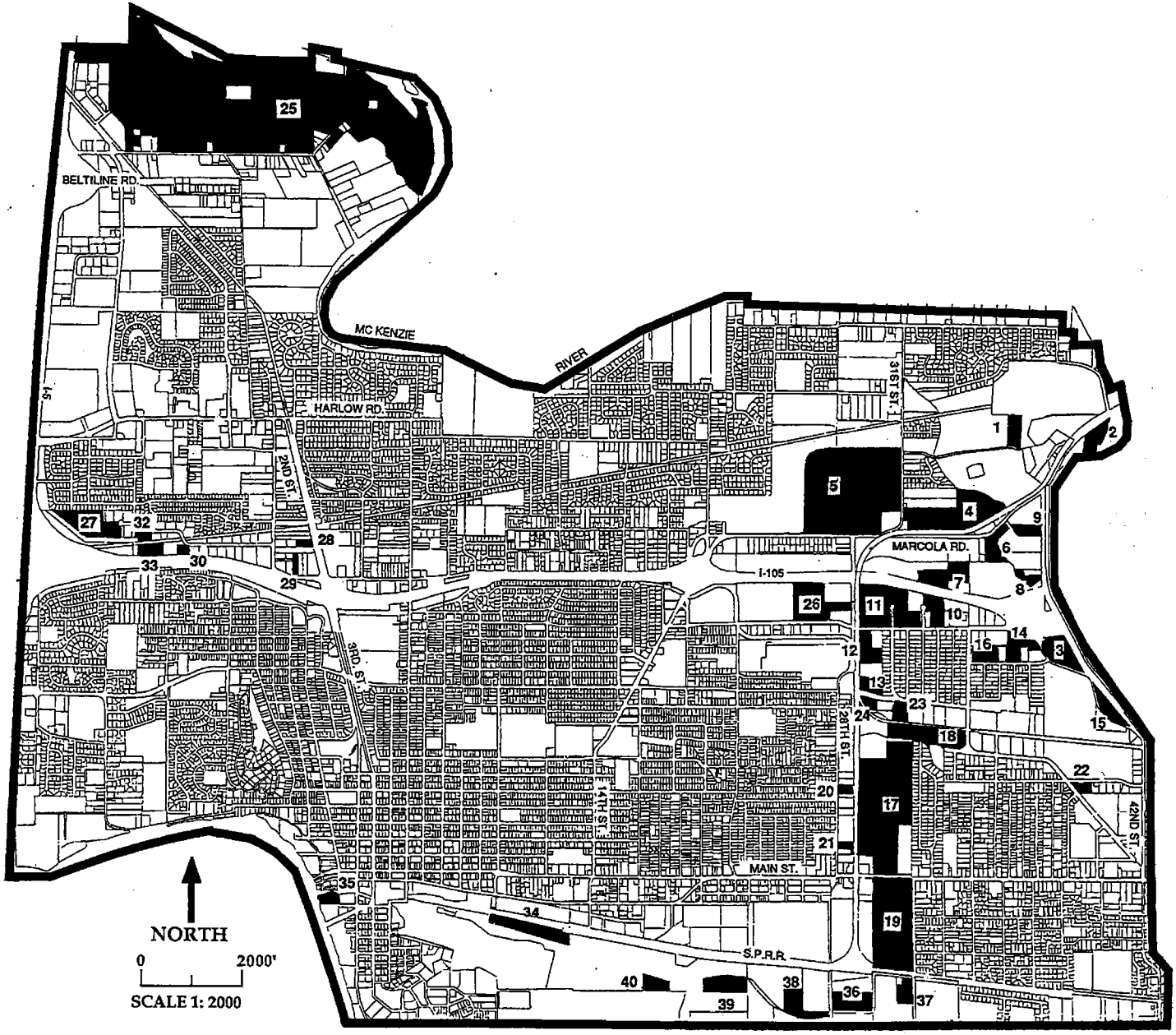


Vacant as of January 1989

Sites in

SUBREGION #6

GLENWOOD

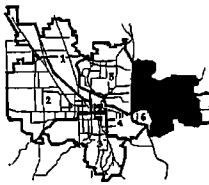


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	5, 26 thru 30, 32, 33, 35, 37, 38
Special Light	5, 25
Heavy	3, 4, 6 thru 19, 22 thru 24, 34, 39, 40
Non Industrial	1, 2, 20, 21, 36

Vicinity Map

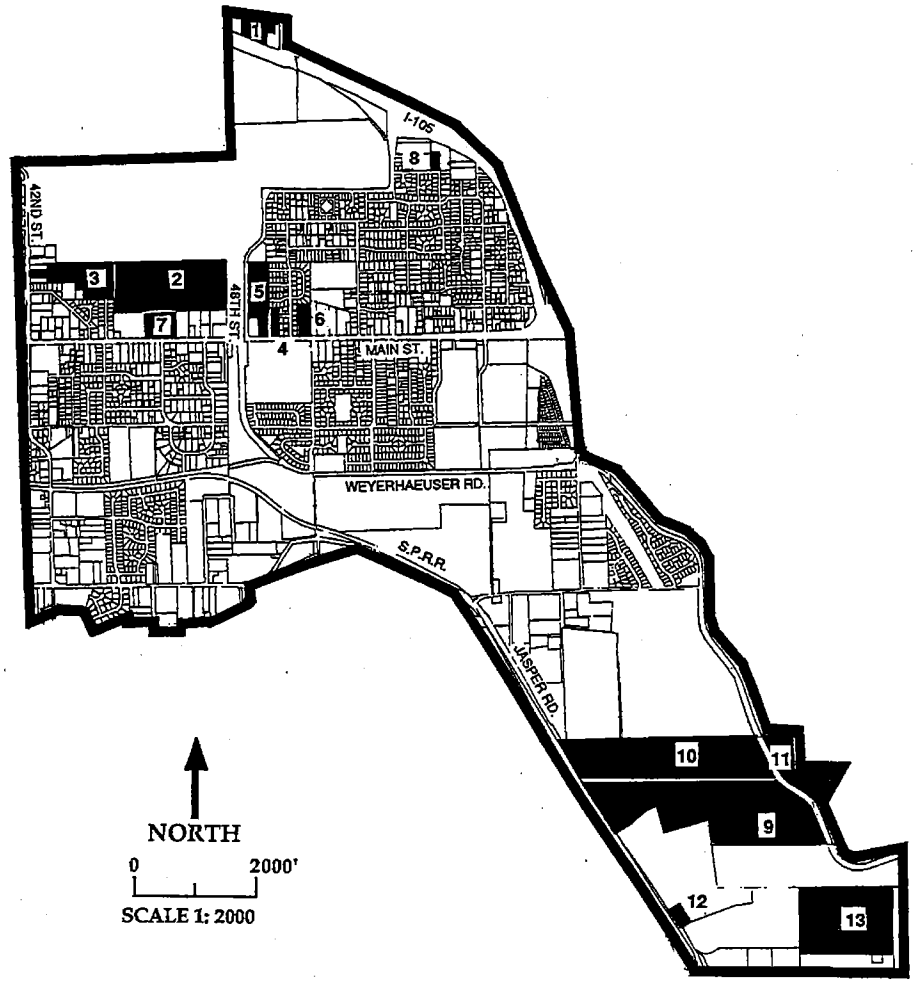


Vacant as of January 1989

Sites in

SUBREGION #7

WEST SPRINGFIELD

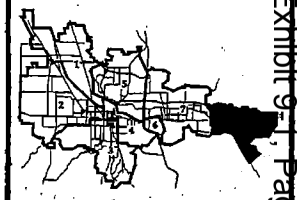


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	5, 7, 9, 10, 11, 13
Heavy	1, 2, 3
Special Heavy	12
Mixed/University	4, 6
Non Industrial	8
Publicly Owned	5

Vicinity Map



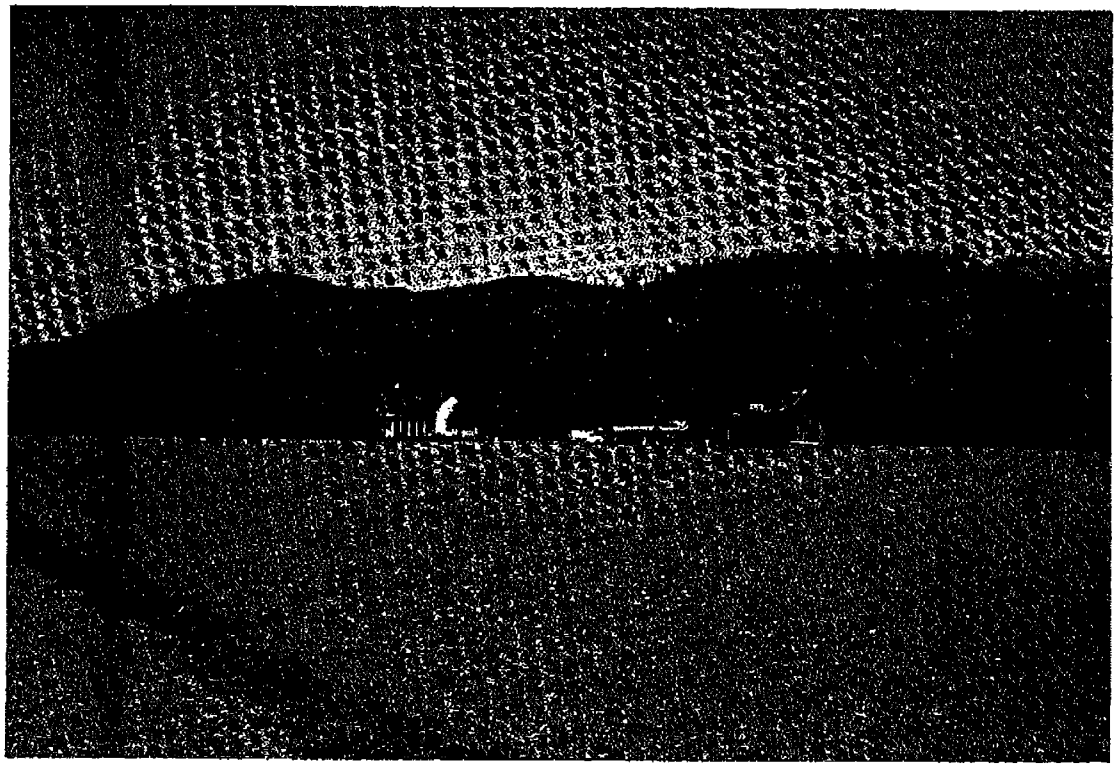
Vacant as of January 1989

Sites in

SUBREGION #8

EAST SPRINGFIELD

Metropolitan Industrial Lands Policy Report



July 1993

METROPOLITAN INDUSTRIAL LANDS POLICY REPORT

Lane Council Of Governments
125 East 8th Avenue
Eugene, Oregon 97401

1993

ACKNOWLEDGEMENTS

The Metropolitan Industrial Lands Special Study was initiated in 1989. The study produced two documents: the Metropolitan Industrial Lands Inventory Report (Inventory Report) and the Metropolitan Industrial Lands Policy Report (Policy Report). The site data in the Policy Report are current to October, 1992.

This study was conducted by an intergovernmental staff team from the Cities of Springfield and Eugene and the Lane Council of Governments. This staff team conducted field work and data and policy analysis and wrote the documents produced as part of the study. L-COG provided project management and prepared and printed the documents.

A Special Studies Advisory Committee (SSAC), a citizen group appointed by Lane County and the Cities of Springfield and Eugene, reviewed and recommended the report to the Joint Planning Commissions Committee (JPCC). The JPCC and, subsequently, the individual planning commissions recommended approval of the study to the elected officials of the three jurisdictions.

Special Studies Advisory Committee

City of Springfield Appointments

Mike Evans, Chair
Howard Traver

City of Eugene Appointments

Randy Hledik Nancy Lull
Dave Pedersen Pat Vallerand

Lane County Appointments

Sue Bowers David Crowell Jim Ramseyer
Mike Farthing Don Fisher

In 1992, the Eugene City Council, the Springfield City Council and the Lane County Board of Commissioners approved the Metropolitan Industrial Lands Inventory and Policy Reports and adopted the four Eugene-Springfield Metropolitan Area General Plan (Metropolitan Plan) amendments recommended in the Policy Report. The specific ordinance numbers and the dates of action by the three jurisdictions are as follows.

- Eugene City Council amended and approved the Draft Inventory and Policy Reports and adopted the Metropolitan Plan text amendments on July 27, 1992, Ordinance No. 19866.

- Springfield City Council approved the reports, as amended, and adopted the Metropolitan Plan text amendments on September 21, 1992, Ordinance No. 5652.

- Lane County Board of Commissioners approved the reports, as amended, and adopted the Metropolitan Plan text amendments on October 21, 1992, Ordinance No. PA 1022.

This report contains recommended changes to the Metropolitan Plan text and diagram, and other recommendations for improving industrial development opportunities in the metropolitan area. Background information and additional policy and technical analyses for the study are contained in a companion document, Metropolitan Industrial Lands Inventory Report. The methodologies used in these analyses are consistent with the requirements of Statewide Planning Goal 9, "Economy Of The State."

For Additional Information:

For more information about the study or to obtain copies of the documents, the primary staff contacts are:

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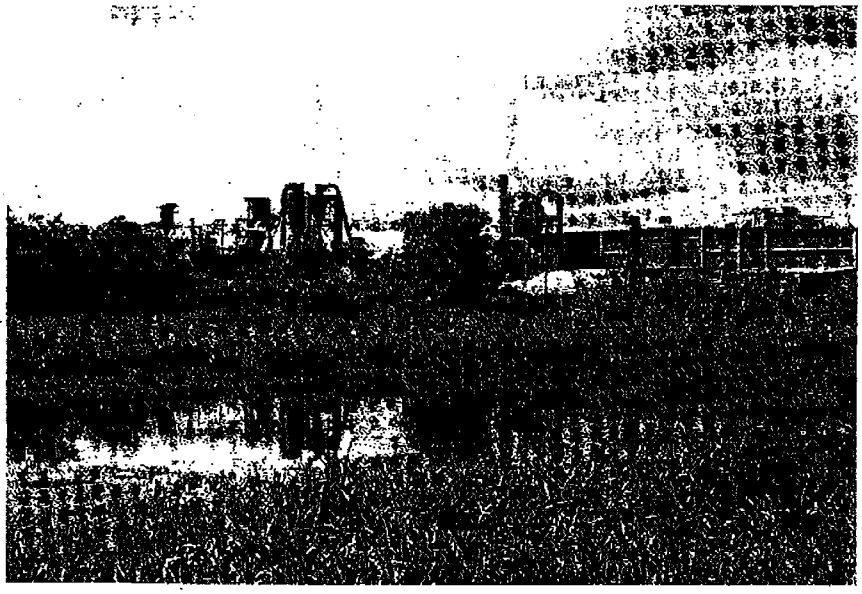
PREFACE

The Metropolitan Industrial Lands Special Study was conducted to answer some long-standing questions about the demand for and supply of industrial sites in the Eugene-Springfield metropolitan area. The public perception over the past decade has been that industrial development in the area has not kept pace with other parts of the state. Concern has been raised that the quality and/or quantity of the industrial lands supply may be part of the problem. This concern was heightened with the discovery of jurisdictional wetlands on about 725 acres of industrial land in Eugene's primary industrial region, west Eugene. A Special Studies Advisory Committee (SSAC) spent two years investigating the problems associated with industrial development and, in the process, produced some interesting findings and recommendations.

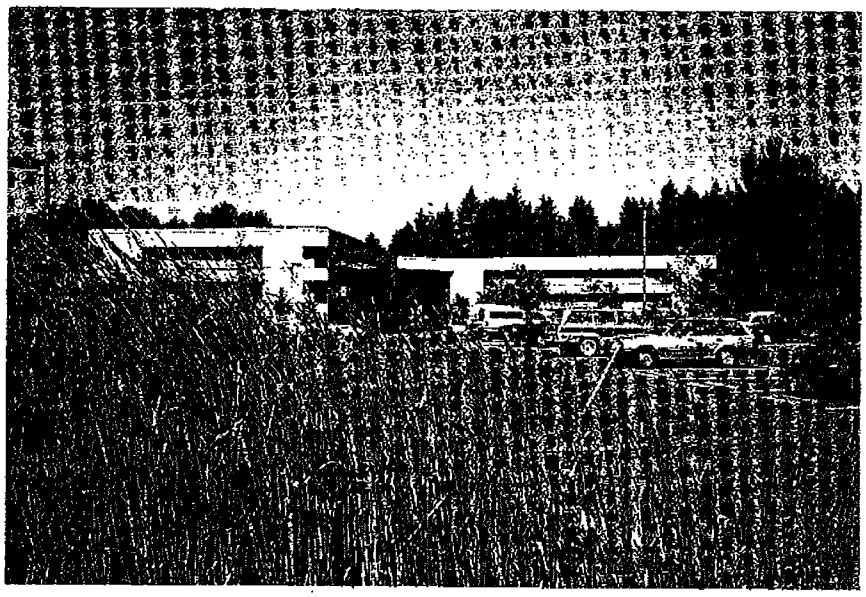


First, a computerized industrial site inventory was developed which describes each of the 184 sites and about 4,000 acres in terms of a variety of qualities and conditions, including site size, ownership, plan designation and zoning, adjacent uses, availability of public services, quality of site and highway access and potential physical constraints such as floodway, wetlands and hydric soils, among others. The long-term supply was analyzed and found to be in excess of the long-term demand.

The next step entailed a comprehensive site-by-site evaluation which placed the sites in one of the following categories: short-term sites for new industry, expansion sites, short-term sites with hydric soils (one indicator of wetlands), long-term sites and sites considered inappropriate for industrial use. The short-term supply was then compared to the short-term demand. The short-term supply was found to exceed the demand, with the surplus providing opportunities for business park development and for siting large firms seeking to relocate to the area.

It was interesting to discover that more industrial development has occurred in Eugene-Springfield in recent years than was suspected. Expansion of existing firms and small sites account for most of the new development. In addition, poor appearance of existing sites, rather than lack of acres or sites, was found to be a major factor influencing industrial site development potential.

This report recommends policies to encourage improved site design to address this problem along with other policies which address needed site improvements. Finally, the report identifies issues related to plan designation and zoning and opportunities for additional campus industrial development.



Other significant contributions to our knowledge base of industrial development potential and opportunities are the *West Eugene Wetlands Plan* and the Metropolitan Natural Resources Special Study. These studies were conducted at the same time as the Industrial Lands Study. Through these studies, economic and environmental factors can be balanced to provide an exciting new vision for industrial development and business parks in the metropolitan region. Improved urban design and proximity to natural resource areas can contribute to an attractive image for industrial areas. This image can become a marketing tool for the region as it enhances the livability and reputation of Eugene, Springfield and Lane County.

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(Located At The Back Of Report)

Composite Map Of Subregions
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Subregion #2: West Eugene
Subregion #4: Central University
Subregion #5: Willakenzie
Subregion #6: Glenwood
Subregion #7: West Springfield
Subregion #8: East Springfield

(Note: There is no map for region 3 because there are no vacant sites in this region.)

I. INTRODUCTION

I: INTRODUCTION

Background

The Metropolitan Industrial Lands Special Study was initiated in January, 1989 by the Metropolitan Policy Committee (MPC), at least partly in response to the discovery of about 725 acres of regulated wetlands on vacant industrial land in west Eugene. It also serves to update the industrial lands portion of the Eugene-Springfield Metropolitan Area General Plan. The study was coordinated by Lane Council of Governments (L-COG) with financing provided by Eugene and Lane County. The project team contained staff from L-COG and the cities of Eugene and Springfield.

A companion document, Metropolitan Industrial Lands Inventory Report, provides a detailed description of the special study's purpose, background and methodology, economic trends, community objectives and long-term industrial lands supply and demand.

This policy document analyzes the policy framework for industrial land allocations and evaluates the development potential of existing sites. Chapter II presents a summary of the special study findings, conclusions and recommendations and a Site Evaluation Matrix which includes site-specific information and recommendations. The summary is provided as a convenience to the reader interested in a synopsis of the larger volume of information contained in the body of the two reports.

Chapter III discusses the policy framework for industrial development decisions and identifies potential changes to improve opportunities for industrial development. Included in this discussion are alternative approaches to industrial Plan designation and zoning, provisions for business parks, and design and development standards.

Chapter IV discusses proposed policies and planned facilities that may impact the inventory of industrial lands. This chapter includes information on and assumptions about the relationship between the Industrial Lands Study and the West Eugene Wetlands Special Area Study (WEWSAS), the Eugene Commercial Lands Study, the Eugene Industrial Lands Replacement Study, the Metropolitan Natural Resources Special Study and the West Eugene Parkway.

Chapter V provides an evaluation of existing industrial sites in terms of their industrial development potential. Specifically, the chapter examines sites' appropriateness for industrial use, long and short-term availability, needed improvements, appropriate Plan designation and zoning, and opportunities for campus industrial development.

Citizen Involvement

The Metropolitan Industrial Lands Special Study was provided oversight by a citizen advisory committee referred to as the Special Studies Advisory Committee (SSAC) whose members were appointed by Eugene, Springfield and Lane County. An interested parties mailing list

was prepared and maintained throughout the study and all meetings of the SSAC were advertised and open to the public.

The draft report was forwarded to the Joint Planning Commissions Committee (JPCC) for release to the public. The document was reviewed and revised by the JPCC based on input received from the planning commissions of the individual jurisdictions. Additional review occurred at planning commission work sessions and public hearing. Work sessions and a public hearing also were conducted before the elected officials of the three jurisdictions. Prior to the public hearing, a community workshop was conducted to inform and obtain feedback from the public. Comments received on the study at the public workshop were included in the document, Community Workshop Results, May 3 and 4, 1991.

II: SUMMARY OF FINDINGS, CONCLUSIONS, IMPLEMENTATION STRATEGIES AND METROPOLITAN INDUSTRIAL LANDS SITE EVALUATION MATRIX

The Metropolitan Industrial Lands Special Study was initiated in January 1989 to assure an adequate and appropriate supply of industrial land continues to be allocated in the Metropolitan Area General Plan (Metropolitan Plan) to meet the short and long term demand of the metropolitan area. This summary is presented at the front of this report for the convenience of the reader. These findings, conclusions and recommendations are discussed in the body of this report and in a companion document, Metropolitan Industrial Lands Inventory Report.

The Special Study was conducted in two steps. Step one entailed a comprehensive description and analysis of the existing industrial lands inventory, community objectives and economic trends. The long-term supply was compared to a 20 year demand projection. The results of these analyses are contained in the Metropolitan Industrial Lands Inventory Report. Findings and conclusions based on these analyses are summarized below in sections, "Long Term Supply And Demand Analysis, Economic Trends and Community Objectives."

Step two consisted of a site-by-site evaluation of the 184 sites in the existing inventory, summarized below in, "Industrial Development Potential Of Sites." All sites were evaluated for their appropriateness for industrial use, long and short term availability, needed improvements and Plan/zone issues. In addition, the short term supply was compared to the short term demand for industrial sites. The Metropolitan Industrial Lands Site Evaluation Matrix which follows this summary contains site information current to October 1992 along with staff recommendations for Plan diagram and zoning map changes.

Findings And Conclusions

Industrial Development Potential Of Sites

The following findings and conclusions are based on a site-by-site evaluation of all vacant industrial sites in the inventory. (Refer to section, "Metropolitan Industrial Lands Site Evaluation Matrix" for definitions and criteria and Chapter V, "Evaluation Of Industrial Sites," for additional information).

1. Short-term Industrial Acres: Supply And Demand

   The supply of industrial land available in the short term is about 1,887 acres, including about 1,610 acres in sites considered available for new industry plus 277 acres available for expansion of existing businesses, excluding site 7-34 (see Matrix). This figure exceeds the estimated five year demand for between 228 and 410 acres. See pages 41 and 42 of this document for information on methodology used.

   The large number of acres available in the short term provides opportunities for business or industrial park development and for siting large firms from outside the area to relocate in Eugene-Springfield.

2. Short-term Industrial Sites: Supply And Demand

a. Short Term Sites For New Industry

1) As of October 1992, there were about 74 short-term sites for new industry. This supply satisfies the requirement to provide 56 sites for new industry over the next 5 years (a 3 year supply in each year). See pages 42 and 43 for more information.

2) Based on past trends, most of the demand will be for sites under 20 acres. All of the sites developed in the last 2 years have been less than 20 acres in size; most have been less than 10 acres. There are 55 sites under 20 acres in the short-term inventory. In addition, some sites with multiple owners in the long-term inventory contain parcels under 20 acres that may be available in the short-term. (See page 42.)

3) Some development in recent years has occurred in campus like settings in the Willakenzie and Willow Creek areas in Eugene. There are 13 sites between 20-49 acres and 5 sites with 50 or more acres (excluding site 18 in region 2) available in the short term for new industry. These sites are intended to accommodate the needs of industrial or business park development and large firms seeking to relocate to the area.

4) Over half of the sites developed or partially developed by new industries in the last 2 years have been in West Eugene and West Springfield (Regions 2 and 7).

5) If current development trends continue, all of the short term vacant industrial sites under 20 acres may be developed over the next decade.

b. Expansion Sites

1) The current supply of 14 vacant expansion sites available in the short term satisfies the requirement to provide 7 expansion sites over the next 5 years (a 3-year supply in each year). Although expansion sites are available to meet a portion of the short-term demand, they may not be available to the full range of industrial users.

2) It is reasonable to assume that, as the supply of short term sites becomes developed by new industry, owners of expansion sites may be motivated to make their sites available to new industries, depending on their own expansion needs. This may be particularly likely for some of the four expansion sites over 20 acres currently held by members of the lumber and wood products industry.

3. Supply Of Short Term Sites With Hydric Soils

Hydric soils are one indicator of wetlands. Areas outside west Eugene with hydric soils may contain wetlands because no delineation of disturbed agricultural wetlands outside west Eugene has been made. Five sites were identified as significantly impacted by hydric soils but otherwise available in the short term. These sites are immediately available for development by new industry if development is not limited by disturbed agricultural wetlands: three are less than 2 acres; one is 30 acres; and one is a 76 acre site in the Willakenzie area that is partially developed with less than 20 acres remaining.

4. Supply Of Long-Term Sites

a. There are 56 sites considered available in the long term. Specific factors (e.g., multiple ownership, access problems, needed public improvements, hydric soils) limit their short term development potential, as noted in the Matrix.

b. The extension of sanitary sewers and other public improvements to vacant industrial sites in all regions would improve the availability of many sites, causing some to become immediately available for industrial development by new industry, especially in the Glenwood region (region 6).

c. Hydric soils present a potential constraint to development for some of the sites in the Highway 99, Willakenzie and West Springfield regions (regions 1, 5 and 7).

5. Sites Considered Not Appropriate For Industrial Use

Twenty-five sites containing about 421 acres were considered inappropriate for industrial use. These sites fall into the following categories with associated recommendations for each group of sites: adjacent residential, West Eugene Parkway impacts, West Eugene Wetlands Special Area Study (WEWSAS) impacts, physical prohibitions, public ownership and, in one case, site location and configuration (site 7-15). Public ownership does not necessarily prevent a site from being developed; it is a factor used in estimating the amount of buildable industrial land (see Inventory Report, page 3).

6. Plan/Zone Issues And Conflicts

The Industrial Lands Site Evaluation Matrix recommends appropriate Plan designation and zoning for many of the sites with Plan/zone issues. For some sites, further study is recommended to resolve the issue. Plan/zone issues fall into the following categories.

a. Plan/zone conflicts

A Plan/zone conflict exists when a site has a non-industrial Plan designation and industrial zoning. Six sites considered appropriate for industrial development have Plan/zone conflicts: sites 5, 11, 30, 48, 66 and 80 in region 2. These conflicts limit the short-term development potential of these sites. Additional sites

with conflicts are listed in the matrix as inappropriate for industrial use; where possible, staff have recommended appropriate Plan designation and zoning for these sites.

b. Industrial Plan designation that is different from industrial zoning

Most often, these sites have a Light Medium Industrial Plan designation and Heavy Industrial zoning. Although not considered as having a conflict, these sites are recommended in the matrix for a consistent, specific designation and zoning.

c. Recommended Change in Designation

Where appropriate, a specific industrial designation and zoning is recommended that appears more suitable than the current designation and zoning.

d. Uniform designation and zoning

In some cases, parcels within a site have different designations or zoning. Where appropriate, uniform designation and zoning is recommended.

e. Further study needs to be conducted for some of the sites listed as having plan/zone issues in the matrix (see sites with "PZ" noted under recommendations). For example, some sites suitable for industrial use appear to suit the needs of both potential users of high quality business park settings and some residential developments. Recently, there has been competition from residential developers for sites considered suitable for industrial use, e.g., site 29 in the Highway 99 region (region 1) and site 17 in West Springfield (region 7).

f. Designation of the large number of sites in Springfield for Heavy Industrial is not consistent with the projected demand for heavy industrial land. Additional study is needed to determine whether some of these sites are more appropriate for light medium industrial uses.

7. Market Factors

Many industrial sites do not meet the appearance requirements of outside firms seeking to locate in the Northwest. This is a factor affecting the Eugene-Springfield area's ability to compete effectively with developed industrial parks in the northern Willamette Valley and Washington State. Private sector efforts to improve the appearance of some industrial sites would make the overall inventory more attractive to potential developers.

Long Term Supply And Demand, Economic Trends And Community Objectives

The following findings and conclusions provide a summary of the Metropolitan Industrial Lands Special Study Inventory Report, which describes the long-term supply and demand of industrial lands as of January 1, 1989, economic trends and community objectives.

8. Long Term Supply And Demand Analysis

The Inventory Report identifies approximately 4,000 acres of vacant land within the Eugene-Springfield urban growth boundary (UGB) designated or zoned industrial as of January, 1989. About 3,600 of these acres were buildable. Buildable land is privately owned (except the Riverfront Research Park which is considered a buildable industrial site); and it is not prohibited from development due to physical prohibitions including floodway, severe soils or slope constraints, and officially protected wetland or wetland mitigation status. This supply exceeds the twenty year demand projection of between 650 and 1,172 acres.

9. Long Term Supply

a. Approximately 20 percent of the buildable acres, were in Springfield's UGB; the remainder were in Eugene's.

b. About forty percent of buildable acres were designated Light Medium; 28 percent designated Special Light; 26 percent designated Heavy or Special Heavy; six percent were zoned industrial but had a nonindustrial Plan designation; and less than one percent were designated Mixed Use or University/Research (the Riverfront Research Park in Eugene and vacant portions of the Booth Kelly site in Springfield).

c. Approximately 1,688 vacant industrial acres and about 48 sites were "constraint-free." Constraint-free land is privately owned, lacks potential physical constraints, has a local, collector or arterial road providing site access and is serviceable in the 20 year planning period. Constraint-free site data contained in the Inventory Report were not revised. They are further evaluated in the Site Evaluation Matrix along with the other sites in the inventory. "Constraint-free" does not take into account multiple ownership, short-term availability of facilities, and some of the other criteria for "short-term" sites (see page 14 for definition of short-term). Thirty-five of the 48 constraint-free sites were found to be available in the short-term in the Policy Report.

d. Wetlands and hydric soils are potential physical constraints which may have a major impact on the inventory. No delineation of disturbed agricultural wetlands has been made in areas outside the WEWSAS boundaries. Outside west Eugene, the estimated 470 acres of industrial land with hydric soils (one indicator of disturbed agricultural wetlands) present a potential constraint to development.

Of the total acres of wetlands identified in the WEWSAS boundary (including disturbed agricultural wetlands), an estimated 725 acres were designated industrial inside the UGB. The West Eugene Wetlands Plan recommends allowing about 207 acres to be industrially developed and about 518 acres be retained and enhanced for wetlands functions. The Site Evaluation Matrix notes the impact of wetlands and hydric soils on individual sites (refer to Chapter IV for more information on WEWSAS).

e. West Eugene and West Springfield have the best short-term development potential. These regions have the greatest number of constraint-free industrial sites that are presently within a city and well-served with public improvements.

f. The surplus of industrial land in the existing inventory provides for market choice: original Plan allocations exceed the projected demand; the long term demand figure was increased by 25 percent to account for land holdings, future expansions, and other conditions; and developed land not included in this inventory which may be available for redevelopment.

10. Long Term Demand (Note: the long term demand includes the short term demand.)

a. The most likely projected 20 year demand for industrial land is estimated to be 650 gross acres, based on the following assumptions:

1) About one-half of the future industrial employment that, based on past trends, would be expected to locate on industrial land will actually locate on non-industrial land in the future; and

2) Use of the "most likely" employee-per-acre (EPA) ratios, calculated from the methodology described in the Inventory Report.

b. A projected demand of 1,172 also could apply, based on the following assumptions:

1) All future industrial employment will locate only on industrial land in the future; and

2) Low EPA ratios.

c. These demand projections are based on past employment trends in the metropolitan area. They project a need for only medium and light industrial uses because employment in heavy industrial firms has declined.

d. The actual amount of land needed for industrial development will be higher than the projected demand if: a) policies are adopted to encourage the development of businesses that tend to use more land; b) campus industrial parks are designated which require site amenities such as preserved natural resources; or c) local implementation measures are adopted which result in a net reduction of the amount of developable land on a site (e.g., through site design standards requiring open spaces, buffering, landscaping, etc.).

e. Types of industries showing interest in this area are mostly electronics firms, secondary wood processing, metal fabrication, food products, printing and publishing. These industries have the following site requirements.

1) Sites 3-20 acres in size, with few owners, in a high quality environment are highly desirable. Industrial parks 50-200 acres in size are desired by developers of industrial parks.

2) Other important features include site access, good highway access (for some firms), and land that is well-serviced and relatively free of physical constraints. Firms are not too concerned about the types of uses in an industrial park, but heavy industrial uses with external impacts would be incompatible with quality industrial settings demanded by light industries.

3) The quality of industrial site design is an important stimulus to industrial development. Development area size and environmental conditions protected by local governments can be used by private industry to improve the appearance and function of sites.

11. Economic Trends (see Inventory Report, pages 23 through 31)

a. The driving force for economic expansion will no longer be the traditional lumber and wood products industry.

b. Since 1983, population growth and employment growth have returned to levels observed in the 1960s and 1970s. Based on recent trends, we could anticipate moderate employment growth in the early 1990s.

c. The long-term deterioration of the average earnings per job relative to the state and nation has been a disincentive to labor migration to Lane County and the Eugene-Springfield Metropolitan area. Economic development efforts that target jobs with higher wages may help prevent this trend from continuing.

d. Non-lumber manufacturing firms will be the industries that replace some of the jobs lost in the lumber and wood products industry as well as create new local employment. The machinery, transportation equipment, metals fabrication, electric and electronic equipment, printing and publishing, and specialty food processing industries are expanding employment and resulting in increased diversification.

e. Secondary wood products firms also present opportunities for job and industry replacement due to the large timber base in Lane County.

12. Community Objectives

a. Local government policies encourage quality industrial development. Local government policies and programs encourage and facilitate economic diversification and compact urban growth.

b. There has been particular interest by local governments in addressing the needs of existing industry, business parks, energy efficient companies, relatively larger firms, and firms that enhance the area's regional status.

c. Ongoing interest in providing quality industrial sites and encouraging a diversified industrial base has led to the Special Light Industrial Plan designation and related zoning categories.

d. The desire for compatibility between industrial development and surrounding areas has led to increased interest in industrial development standards or site review standards. This has led to specific direction in neighborhood refinement plans and other planning documents for standards to be applied that: a) address and protect adjacent natural resource values, b) buffer impacts of industrial development on adjacent uses, particularly adjacent residential uses, and c) complement, conserve and enhance existing qualities of the sites.

e. In order to address some of the uncertainties resulting from wetlands legislation at the federal level, the City of Eugene initiated the West Eugene Wetlands Special Area Study (WEWSAS) and the Industrial Lands Replacement Study.

Implementation Strategies

The implementation strategies below are divided into two types. Priority One strategies were approved concurrent with the approval of this Policy Report. The Metropolitan Plan text amendments were adopted concurrent with approval of this report. It is also the intent to implement Priority Two strategies subject to available funding and, in some cases, further analysis or processing of related plans or studies.

The following recommended additions to the Metropolitan Plan and city codes are underlined; deletions are bracketed and struck-out. Some of these strategies are keyed to the Site Evaluation Matrix. Where applicable, the corresponding notation for individual sites in the Matrix appears in parentheses.

Priority One Strategies

1. Changes To Metropolitan Plan text:

   a. Amend Chapter 3, Section B, the Economic Element of the Plan to add a new Policy #19, following Policy #18 (as amended, 1989), page III-B-6:

      19. Local jurisdictions will encourage the allocation of funds to improve transportation access to key industrial sites or areas through capital budgets and priorities.

   b. Delete finding #5, page III-B-2, Metropolitan Plan Economic Element which reads as follows:

[~~In order to meet the projected growth in the commercial and light manufacturing segments of the economy, an adequate supply (quantitatively and qualitatively) of land must be available. The current supply is not adequate to meet projected needs quantitatively, qualitatively, or in terms of location, through the end of the century.~~]

c. Amend the Special Light Industrial Land Designation, pages II-E-7 & 8, Metropolitan Plan (as amended in 1989) to read as follows:

c. [~~Special Light Industrial~~] Campus Industrial

The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution and vibration, on other users and on surrounding areas. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be made for small and medium-scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis.

Conceptual development planning, [~~industrial park~~] performance standards [~~and~~] or site review processes shall be applied to ensure adequate circulation, [~~compatibility of uses and~~] functional coordination among uses on each site, a high quality environmental setting [~~availability of large sites for light industrial firms~~] and compatibility with adjacent areas. A 50 acre minimum lot size shall be applied to ownerships of 50 or more acres to protect undeveloped sites from piecemeal development until a site development plan has been approved by the responsible city.

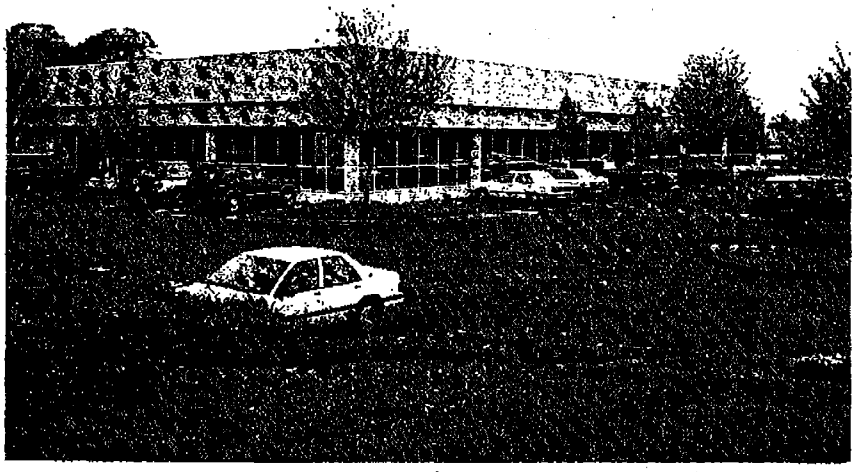
d. Add a new policy #12 on page III-B-5 (as amended in 1989) of the Economic Element of the Metropolitan Plan which reads as follows.

12. Discourage future Metropolitan Plan amendments that would change development-ready industrial land (sites defined as short-term in the Metropolitan Industrial Lands Special Study, 1991) to non-industrial designations.

2. Concurrent with the adoption of this study, initiate Metropolitan Plan diagram amendments and zone changes to resolve Plan/zone conflicts on sites identified in finding 6-a as sites with Plan/zone conflicts (PZC) that are appropriate for industrial use.

3. Initiate amendments to the Metropolitan Plan diagram and Eugene and Springfield zoning maps to reflect changes made based on the staff recommendations in the Metropolitan Industrial Lands Site Evaluation Matrix in this report, as adjusted based on results of the public hearing process.

4. Consider amending the Eugene Code to delete the definition of INDUSTRIAL PARK and add a BUSINESS PARK definition that reads as follows. Consider making similar changes to the Springfield Development Code.



BUSINESS PARK. A planned development with an integrated physical environment and characterized by a variety of industrial, and to a lesser extent, office and related commercial uses. Development standards are required to promote a high quality, park-like, integrated setting regardless of possible future land and ownership divisions.

5. Initiate amendments to the Eugene Code to change the name of the I-1, Special Light Industrial, zoning district to "Campus Industrial." Also, consider providing more flexibility in the I-1 and I-2 districts by permitting general, business, professional and personal offices and services in business parks if the development sites on which they are located would still be characterized by manufacturing and industrial uses.

6. Consider making changes similar to those proposed for Eugene, above, to the Springfield Development Code Special Light and Light Medium Industrial Districts.

Priority Two Strategies

1. Funding should be provided to maintain and update L-COG's on-line computer file of industrial site data and the public should be informed about the availability of the information. The Eugene-Springfield Metropolitan Partnership and other organizations

should use this information to work more proactively with property owners and the development community in marketing industrial land.

2. To enhance the industrial lands inventory, specific transportation improvements should be given funding priority such as expanding Beltline to four lanes from 18th to I-5 and eliminating at-grade intersections on Beltline, Enid Road improvements, extension of Chad Street, and a higher priority for the I-105 extension to Natron and Gateway site transportation improvements.

3. Encourage cities to work with utility agencies (water, electric, sewer and storm) to review their connection policies and to revise as appropriate to facilitate industrial development.

4. The utility agencies should look for ways to reimburse the first business to develop on a site for fronting some of the up-front utility costs that benefit future users.

5. Evaluate the advantages and disadvantages of combining the Heavy and Light Medium Plan designations into one "General Industrial" designation, recognizing that the local jurisdictions may wish to retain the heavy and light medium zoning district distinctions. In the event that local jurisdictions desire to retain the zoning distinctions, the existing Plan language will need to be revised to indicate how the LMI and HI zoning districts would be applied.

6. Depending on action taken on Proposed Action #5, conduct a study to determine whether some of the Heavy Industrial sites in Springfield are more appropriate for and should therefore be redesignated or rezoned to Light Medium Industrial.

7. Conduct neighborhood analyses to identify the most appropriate Plan designation and zoning for sites with a "PZ" recommendation in the Matrix.

8. Adjust the Industrial Buildable Lands Inventory, as appropriate, based on the recommendations in the Matrix for the following sites considered inappropriate for industrial use.

   a. Adjacent Residential (R): Where possible, recommendations are made for an appropriate Plan designation and zoning of these sites. In some instances, the appropriate use was unclear and the recommendation is made that further study is needed to resolve the Plan/zone issues. When these sites are redesignated for another use, they should be deleted from the industrial lands buildable lands inventory.

   b. West Eugene Parkway (WP): When the parkway is built, or when the final development plan has been approved by the appropriate public agencies, these sites should be deleted from the inventory of buildable industrial lands.

c. WEWSAS (WET): Depending on how the adopted recommendations of WEWSAS are implemented, these sites may need to be removed from the industrial buildable lands inventory.

d. Site 7-15: An appropriate designation and zoning needs to be determined for this site. Upon redesignation, it should be removed from the inventory of buildable industrial lands.

9. Consider conducting a joint public-private effort to delineate disturbed agricultural wetlands on the 5 sites that, if hydric soils are not a constraint, would be immediately available for industrial use (see Site Evaluation Matrix, "Short Term Sites With Hydric Soils").

10. Seek funding sources (e.g., federal and state grants) to support the following studies to assure an adequate supply of industrial sites of less than 20 acres continues to be immediately available for new industries to develop.

    a. Consider undertaking a study (similar to WEWSAS) to delineate disturbed agricultural wetlands on specific vacant industrial sites with hydric soils in the Highway 99, Willakenzie and West Springfield regions.

    b. Monitor the short-term supply of vacant industrial sites in the metro area and include in Capital Improvement Plans public improvements to the long term sites as needed to maintain an adequate short term supply.

11. Pursue funding from various sources (e.g., federal and state grants) to install needed sanitary sewers to long-term sites to make them immediately available for industrial development.

12. The local jurisdictions should support adoption and implementation of the WEWSAS to address wetland impacts on industrial lands in west Eugene.

Metropolitan Industrial Lands Site Evaluation Matrix

Developed Sites

Some of the sites in the Matrix are noted with a "D" for "developed." These sites were developed during the course of preparing the draft reports. The acres in these sites were included in the long term supply and demand analysis because the development will be satisfying some of the long term (20 year) demand.

Two methods were used to estimate the short-term supply and demand. One method, called "proportionate share analysis," calculates a demand and supply of industrial acres based on a proportion of the 20 year supply and demand. This analysis includes the acres developed during the course of the study because, again, the developed areas satisfy a portion of the demand.

The other method used to calculate short-term supply and demand compares actual, recent industrial development trends to the actual, current supply of industrial **sites**. Sites developed during the study were not included in the short-term supply of sites. Staff projected a five year need for industrial sites based on development trends in Eugene-Springfield during the previous two year period, a time of economic growth. This short term demand was compared to the existing supply of sites, **excluding those already developed.**

Definition And Criteria For Short Term Sites

A short-term site is one on which the development process could begin immediately and the project completed within one year or less. A distinction was made between short term sites for new industry, short term sites with hydric soils and expansion sites.

1. Short Term Sites For New Industry

   These sites are available for new industry because they are not in common ownership with an adjacent, developed parcel (see discussion of expansion sites, below). Short-term development is not limited by hydric soils (see discussion of hydric soils sites, below). Although some short-term sites might take a year to develop (e.g., large sites that require land assembly), most of the short-term sites can be completely developed in six months or less. The assumption is that the infrastructure and site development could occur concurrently and that the infrastructure would be in place by the time the building was ready for occupancy.

   The following criteria were used to evaluate whether sites are available in the short-term: water and sanitary sewer availability; adequate street access; absence of known physical constraints having a major impact on a site's development potential; adjacent uses; and ownership.

   a. **Water and sanitary sewer** are either at the site or are feasible to extend to the site to allow it to be developed immediately. "Feasible to extend" means that the costs involved in extending these facilities are not prohibitive given the location of the existing line and its proximity to the site. In a few cases, sites with on-site septic systems in place were considered available in the short-term. For sites with a "PI" notation in the Matrix, either public improvements need to be extended to a site or the cost to serve the site may be high, e.g., where a line must cross rail lines or a large site.

   b. It was assumed that **drainage** would be provided as one element of the site plan. Drainage was not considered a constraint because it is addressed either through storm sewers or existing open drainage channels.

   c. **Site access** is provided by an improved street at the site.

d. **Potential physical constraints** (hydric soils, wetlands, floodway, natural resource areas, greenway, severe slopes or soils, and wetland mitigation) do not present a significant constraint to short-term development. Floodplain was not considered a constraint because development in these areas is not prohibited. Sites were not placed on the short term list if these physical characteristics were present on most of the site or if they were present on a part of the site that impacted short term availability (e.g., hydric soils running through the center of a site, severe slopes or soil constraints limiting access to the site).

e. **Adjacent uses** are compatible or could reasonably be expected to be compatible with industrial uses in the short term. For example, a developer may purchase a residence in the center of a large vacant industrial site, removing the "constraint" in the short term.

f. The site is not in common **ownership** with an adjacent parcel; and over 50 percent of the site is owned by the same person, except some large sites which would require land assembly to be available in the short term for new industry (see discussion on short-term sites, below).

2. Expansion Sites

An expansion site is one which is available in the short term but shares ownership with an adjacent parcel that is in industrial use. The assumption is that these sites are not available to new industry because they are being held by existing businesses for future expansion.

Definition And Criteria For Short-Term Sites With Hydric Soils

Hydric soils are one indicator of wetlands. The impact of hydric soils on individual sites outside the West Eugene study area is generally unknown because wetland delineations of disturbed agricultural wetlands have not been made outside west Eugene. There is no impact if hydric soil areas are not regulated wetlands. On the other hand, development on areas with hydric soils may be limited or prohibited due to wetland status (see discussion on hydric soils and wetlands in Chapter III).

The Inventory Report identifies all hydric soils areas (including those in west Eugene) as "potentially constrained." In this report, sites outside west Eugene on which hydric soils are the only factor limiting short-term availability of the site were placed on a separate list of sites. The policy implications are that if hydric soils on these sites are not regulated wetlands, these sites are available in the short-term for new industry.

Definition And Criteria For Long Term Sites

Long-term sites are those that do not meet the criteria for short-term sites (see discussion of short-term sites, above) and do not fit into the other industrial site categories. The reasons each site is considered long-term include needed public improvements, access problems, physical constraints and non-industrial Plan designation, among others (see Industrial Lands Site Evaluation Matrix).

Definition And Criteria For Sites Considered Inappropriate For Industrial Uses

Sites were considered inappropriate for industrial use for a variety of reasons as indicated in the matrix. Some sites appeared to be more appropriate for other uses based on surrounding development patterns. In some cases, a non-industrial designation is being proposed in a draft refinement plan. Some of the sites in this category will no longer be available for industrial use after the West Eugene Parkway is built or will be affected by a wetlands delineation as identified in the West Eugene Wetlands Special Area Study.

Some sites are considered unbuildable due to public ownership or physical prohibitions (e.g., floodway). Public ownership does not necessarily prevent development of a site. A more detailed discussion of the impact of these characteristics on the inventory can be found in the Inventory Report.

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes
Short Term Sites for New Industry							
Region 1							
2	6	37.6	LMI	I2	No		P
4	2	4.8	LMI,HI	I3,I4	Yes	LMI,U	
8	2	5.3	LMI	I2	No		P
10	1	1.9	LMI	I2	No		
17	3	19.2	LMI	I2	No		P
19	1	28.3	LMI	I2	No		
26	1	3.0	LMI	I2	No		D
Region 2							
3	3	20.5	LMI	I3	Yes	HI	PI
7	1	5.0	HI	I3	No		PD,PI
9	1	4.0	HI	I3	No		PI
10	1	1.5	HI	I2	Yes	LMI	D
11	2	10.1	LDR	I2	Yes	LMI	D,PZC
12	1	6.6	HI	I3	No		
15	1	3.0	LMI	I3	Yes	LMI	
16	1	12.4	HI	I3	No		
17	2	4.9	HI	I3	No		
18	8	116.2	LMI	I2,I3	Yes	LMI	P,S,WET,MS,SE
19	2	25.6	HI	I3	No		
22	3	7.5	LMI	I2	No		
23	1	1.8	LMI	I2	No		D
26	1	38.4	LMI	I3	Yes	LMI	
27	1	32.1	HI	I3	No		
29	4	44.8	LMI,SLI,NR	I2	Yes	LMI,PZ,NR	P,M, WET
32	2	18.7	HI	I3	No		M
33	2	14.5	HI	I3	No		P,MS
39	1	35.8	LMI	I2	No		P,M

(Continued)

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed P: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitigation site NR: Natural Resource	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: See Refinement Plan	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection WP: West Eugene Parkway

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992

Short Term Sites (continued)

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes
47	1	48.8	LMI	I2	No		M,RP
49	2	8.8	LMI	I2,RA	No		
51	1	74.3	LMI,NR	I1	Yes	LMI,PZ,NR	M,WET
52	2	3.7	LMI	I2	No		
53	2	5.7	LMI	I2	No		P
55	2	2.3	LMI	RA,I2	Yes	LMI	P,R
59	2	4.7	LMI	I2	No		
62	1	1.8	LMI	I2	No		
63	1	3.2	LMI	I2	No		SE
67	2	8.2	LMI	I2	No		
69	2	10.7	LMI	I3	Yes	LMI	P,WP
70	1	1.5	LMI	I3	Yes	LMI	
72	1	2.3	LMI	I3	Yes	LMI	
73	2	8.7	LMI	I3	Yes	LMI	D
74	1	1.2	LMI	I3	Yes	LMI	
75	1	1.1	LMI	I3	Yes	LMI	
77	1	16.7	LMI	I2	Yes	LMI,NR	P,WET
79	1	1.0	LMI	I2	No		
80	1	1.2	COM	I2	Yes	C4	D,PZC
81	1	1.0	COM	C4	No		D
82	2	3.9	LMI	I2	No		P,PD
84	1	215.0	SLI	I1	No		SC
Region 4							
1	1	1.5	MU	I2	No		
2	2	46.2	UR	SD,C2	Yes	SD	P
Region 6							
2	2	6.8	LMI	I2	No		
3	1	27.2	LMI	I2	No		S

(Continued)

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed P: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitigation site NR: Natural Resour	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: See Refinement Plan	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection WP: West Eugene Parkway

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992

Short Term Sites (continued)

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes
4	2	12.7	LMI	I2	No		PD
8	1	18.7	LMI	I2	No		S,PI, SE
9	1	3.8	LMI	I2	No		PD,PI
12	1	12.8	LMI	I2	No		SE,PI
Region 7							
3	1	7.5	HI	HI	No		
4	1	21.6	HI	LMI	Yes	LMI	
5	1	86.1	SLI LMI	SLI, LMI	No		
6	1	4.5	HI	HI	No		
9	1	2.7	HI	HI	No		
10	1	2.8	HI	HI	No		
11	1	19.7	HI	HI	No		PD
12	1	4.7	HI	HI	No		
14	2	5.3	HI	HI	No		
16	1	3.8	HI	HI	No		
17	1	52.9	LMI,HI	LMI,HI	No		
18	3	15.0	HI	LMI,HI	Yes	LMI	
19	1	33.5	LMI,HI	LMI,HI	No		
22	1	1.7	HI	HI	No		
23	1	2.7	HI	HI	No		
25	8	243.0	SLI,P&O	SLI	No		F,P
26	3	14.6	LMI	LMI	No		PD
27	2	10.7	LMI	LMI	No		PD
30	1	1.1	LMI	LMI	No		
32	1	1.2	LMI	LMI	No		
33	1	2.5	LMI	LMI	No		
Region 8							
3	3	3.4	HI	HI	Yes	PZ	A,R,RP
4	1	1.6	MU	CC	No		
6	1	2.7	MU	CC	No		D
7	1	5.1	LMI	LMI	No		D
8	1	1.0	LMI	LMI	No		
APPROXIMATE TOTAL SHORT TERM SITES FOR NEW INDUSTRY: 82 SITES, 1,600 ACRES							

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed F: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitigation site NR: Natural Resource	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: [illegible]ement	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection [illegible]: West E[illegible]rkway

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes
Expansion Sites							
Region 1							
9	1	41.8	HI	I3	No		
18	1	8.9	LMI	I3	Yes	HI	
27	1	2.1	LMI	I2	No		A
Region 2							
4	2	13.4	HI	I3	No		
28	1	3.8	LMI	I3	Yes	HI	
35	1	20.8	LMI	I3	Yes	HI	A
43	3	103.1	SLI	I1	Yes	PZ	WET,P
48	1	21.4	COM	I2, AG	Yes	PZ	PZC
76	1	1.7	LMI	I3	Yes	LMI	
83	1	2.0	LMI	I2	No		
Region 6							
13	2	8.0	LMI	I2	No		PD,P
Region 7							
7	1	7.2	HI	HI			A
29	1	1.0	LMI	LMI	No		D
34 *	1	7.8	HI	HI	No		A,D
35	1	2.4	LMI	LMI	No		
Region 8							
2	1	39.4	HI	HI	No		
APPROXIMATE TOTAL EXPANSION SITES: 16 SITES, 284.3 ACRES							

*Site 7-34 is not available in the short-term for expansion because it is used as a log deck.

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed P: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitigation site NR: Natural Resource	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: See Refinement Plan	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection WP: West Eugene Parkway

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes
Short Term Sites with Hydric Soils							
Region 1							
5	1	1.1	LMI	I3	Yes	LMI	
Region 5							
1	4	76.3	SLI	R1,R2,I1	No		PD
2	3	30.3	SLI	I1	No		
Region 7							
20	1	1.3	HI	LMI	No		
21	1	1.2	HI	HI	No		
APPROXIMATE TOTAL SHORT TERM SITES WITH HYDRIC SOILS: 5 SITES, 110.2 ACRES							

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed P: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitigation site NR: Natural Resource	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: See Refinement Plan	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection WP: West Eugene Parkway

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992

Long Term Sites

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes	Reason Long Term
Region 1								
1	1	210.8	SHI	I3	No			H,PI
3	8	288.6	LMI	I3,I4	Yes	LMI		H,PI,MO,A
6	3	4.6	LMI	I3	Yes	LMI		MO
7	1	34.5	HI	I3	Yes	PZ,LMI		A,PI
11	2	7.8	LMI	I2	No			RED
12	2	2.2	SHI,LMI	I2	No			RED
13	1	1.3	LMI	I2	No			RED
14	7	29.0	LMI	I2	No			ST,MO
15	4	30.5	LMI	I2	No			H,PI
16	4	21.3	LMI	I2	No			MO
20	1	4.9	LMI	I2	No			PI
28	1	6.6	LMI	I2	No			H,PI
29	6	67.2	LMI	I2	Yes	PZ: SLI,LMI		R,PI,MO
30	1	7.3	LMI	I3	Yes	LMI		PI
31	2	1.6	LMI	I2	No			PI,A,H
Region 2								
1	2	17.2	LMI	I2	No			PI,H
2	1	18.9	LMI	I3	Yes	HI		PI,A
5	1	3.2	COM	I2/SR	Yes	LMI	PI,PZC	R
6	1	2.8	LMI	I3	Yes	LMI		PI,H
8	1	6.1	LMI	A6	Yes	PZ	PD	MS,PI
13	1	2.1	HI	I3	No			PI,A
14	1	6.7	HI	I3	No			A
24	1	4.8	HI	I3	No			A,PI
25	1	4.3	LMI	I3	Yes	HI		SA
30	1	54.8	LMI,LDR,HI	I3	Yes	PZ		ST,A,PZC
37	6	326.1	P&O,SLI	I1,I2	Yes	PZ,U	P,WP,WET	MO
41	1	1.7	LMI	I2	No			SC
42	1	2.8	LMI	I2	No			SC
46	3	20.6	LMI	I2,C4	No			WET,MS,MO
50	5	51.1	LMI	RA,I2	No		PL,SC,M	MO

(Continued)

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed P: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitigation site NR: Natural Res	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: See Refinement Plan	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection WP: West Eugene Parkway

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992
Long Term Sites (continued)

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes
54	1	4.5	LMI	I2	No		A
56	2	2.8	LMI	I2	No		MO,WET
57	2	2.1	LMI	I2	No		MO,M
58	1	1.8	LMI	I2	No		M
60	4	21.1	LMI	I2	No		MO,M,A
61	1	4.8	LMI	I2	No		A,M
65	2	19.5	LMI	RA,I2	Yes	LMI	R,MO,M
66	1	1.1	COM	I2	Yes	LMI	PZC
71	1	6.2	LMI	I3	Yes	LMI	A,WP
Region 5							
3	1	2.8	SLI	RA	No		PI
Region 6							
1	1	1.1	MU	I2	No		PI
5	2	9.2	MU	I2	No		PI
6	1	1.4	MU	I2	No		PI
7	1	30.0	P&O,LMI	I2	No		SE PI,F,SS
10	1	1.2	MU	I2	No		PI
11	4	20.0	LMI	CI,RA,AG	No		A,R
Region 7							
8	1	2.0	HI	HI	Yes	PZ	PI,A
13	1	2.7	HI	HI	No		A,PI
28	1	1.2	LMI	LMI	No		A,PI
38	2	6.5	HI	HI	No		A,PI
39	1	6.2	HI	BKMU	No		A,PI
40	1	3.2	HI	BKMU	No		A,PI
Region 8							
1	1	4.6	HI	HI	No		PI
9	1	80.3	LMI	LMI	No		SC PI
10	1	39.0	LMI	LMI	No		SC PI
13	1	29.6	LMI	LMI	No		PI,SS,A
APPROXIMATE TOTAL LONG TERM SITES: 56 SITES; 1,546.3 ACRES							

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed P: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitigation site NR: Natural Resource	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: See Refinement Plan	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection WP: West Eugene Parkway

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes	Reason Not Appropriate
Sites Not Appropriate for Industrial Use								
Region 1								
21	1	1.2	LMI	I2	Yes	RES,U		R
22	1	1.1	LMI	I2	Yes	RES,U		R
23	2	12.4	LDR	I3,I2	Yes	PZ	PI,A,PZC	R
32	1	1.5	LDR	I3	Yes	RES	PI,H,PZC	R
33	1	1.7	GOV	I2	Yes	COM	RP,PZC	R
Region 2								
20	1	5.2	HI	I3	No			WP
21	1	1.6	HI	I3	No			WP
31	2	44.9	LMI	I2	No			WP
34	3	10.0	LMI	I3	N0			WP
36	2	4.6	LMI	RA,I3	Yes	RES		R,RP
38	5	225.5	LMI	AG,I2	Yes	PZ		WET,MS
40	2	1.0	LMI	I2	Yes	PZ		F
44	1	2.6	SLI	I2	Yes	PZ		WET
64	1	18.3	LMI	I2	Yes	PZ		WET
68	1	1.7	LMI	I3	No			WP
78	1	1.0	LMI	I2	No			WP
Region 5								
4	3	38.8	LMI	AG	Yes	RES	RP	R
Region 7								
1	2	5.7	LDR,HI	HI	Yes	RES	SC,A,PZC	R,S
2	1	3.9	P&O	HI	Yes	P&O,U	PZC	R
15	1	7.1	HI	HI	Yes	PZ	PL	PI
36	1	6.7	COM	HI	Yes	PZ	PI,PZC	R
37	1	2.9	LMI	LDR	Yes	RES	PI,RP	R

(Continued)

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed P: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitig[illegible]te NR: Natural Reso[illegible]	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: See Refinement Plan	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection WP: West Eugene Parkway

Metropolitan Industrial Lands Site Evaluation Matrix, October 1992

Sites Not Appropriate for Industrial Use (continued)

Site No.	No. of Owners	No. of Acres	Plan Designation	Zoning	Plan/Zone Issue	Staff Recommendation	Notes	
Region 8								
5	1	8.4	LMI	HDR	Yes	PZ		PO
11	1	11.4	LMI	LMI	Yes	PZ	PI,A,H	SS
12	1	1.8	SHI	SHI	Yes	PZ	PI	SC
APPROXIMATE TOTAL NOT APPROPRIATE FOR INDUSTRIAL USE: 25 SITES, 421.0 ACRES								

*Only sites noted PZC have an actual Plan/Zone Conflict

Plan Designation	Zoning	Notes & Staff Recommendations		
SLI: Special Light Industrial LMI: Light Medium Industrial HI: Heavy Industrial SHI: Special Heavy Industrial COM: Commercial HDR: High Density Residential UR: University Research NR: Natural Resource P&O: Parks & Open Space MU: Mixed Uses Gov: Government	I1: Special Light Industrial I2: Light Medium Industrial I3: Heavy Industrial I4: Special Heavy Industrial C1,2,3: Commercial C4: Commercial-Industrial LDR,MDR,HDR: Residential SD: Special Development PLO: Public Land & Open Space AG: Agriculture	A: Access Problems COM: Commercial C4: Commercial-Industrial D: Developed P: Portion in floodway H: Hydric soils HI: Heavy Industrial LMI: Light-Medium Industrial M: Mitigation needed for portion MO: Multiple ownership limits short term use MS: Proposed mitigation site NR: Natural Resource	P: Only portion available in short term P&O: Parks & Open Space PD: Partially developed PI: Public improvement needed (water or sanitary sewer) PL: Only portion available in long term PO: Public Ownership PZ: Plan-Zone issue needs further study PZC: Plan/Zone Conflict R: Adjacent residential RED: Redevelopment required RES: Residential RP: See Refinement Plan	S: More than one site SA: Soils analysis needed SC: Soil constraint SD: Special Development SE: Site expanded SLI: Special Light Industrial SS: Severe Slopes ST: Street improvements needed U: Uniform designation and zoning recommended WET: Wetlands recommended for protection WP: West Eugene Parkway

III. POLICY FRAMEWORK

III: POLICY FRAMEWORK

Industrial Plan Designations

The Metropolitan Area General Plan contains four industrial Plan designations, as quoted below from the most recent Plan amendments (current to January 1, 1991). A more detailed description of Industrial Plan designations is contained in the Background section of Chapter I of the Inventory Report. A detailed description of the implementing zoning districts is found in the Inventory Report Appendix.

Special Heavy Industrial

The Metropolitan Plan was amended in 1989 to change the description of this designation. Currently, this designation reads as follows.

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

Two areas are designated Special Heavy Industrial. Listed below are the names of the two areas and applicable land division standards, use limitations, and annexation and servicing provisions."

The amended language provides a detailed description of the service availability and siting requirements of the Natron Site in southeast Springfield and the North of Awbrey Lane area in North Eugene. This Plan amendment also expanded the UGB north of Awbrey Lane and east of Highway 99 to include about 200 Special Heavy Industrial acres inside the UGB.

Heavy Industrial

"This designation generally accommodates industries that process large volumes of raw materials into refined products and/or that have significant external impacts. Examples of heavy industry include: lumber and wood products manufacturing; paper, chemicals and primary metal manufacturing; large-scale storage of hazardous materials; power plants; and railroad yards."

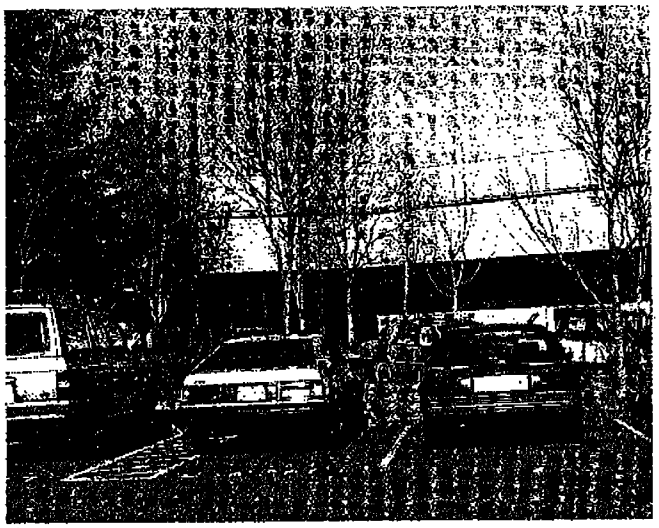
Light Medium Industrial

"This designation accommodates a variety of industries, including those involved in the secondary processing of materials into components, the assembly of components into finished

products, transportation, communication and utilities, wholesaling and warehousing. The external impact from these uses is generally less than heavy industrial, and transportation needs are often met by truck. Activities are generally located indoors, although there may be some outdoor storage."

Special Light Industrial

"The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution and vibration, on other users and on surrounding areas.



Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be made for small and medium scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis.

Conceptual development planning, industrial park standards and site review processes shall be applied to ensure adequate circulation, compatibility of uses and availability of large sites for light industrial firms. A 50-acre minimum lot size shall be applied to protect undeveloped sites from piecemeal development until a site development plan has been approved by the city."

Evaluation Of Existing Designations

Industrial development professionals in Eugene-Springfield have observed that the title "Special Light" acts as an inhibitor to large firms seeking to locate in and developers seeking to develop campus-like industrial settings. "Campus Industrial" is an alternative term often used by other jurisdictions. The Special Light Industrial designation, as currently described in the Metropolitan Plan otherwise contains provisions which promote campus industrial development.

Recent trends in industrial development and legislation have reduced the need to distinguish between heavy and light medium industrial uses in separate Plan designations. Heavy industrial uses are generally characterized by external impacts such as noise, odor, outside storage, air pollution and hazardous wastes. In recent years, federal and state environmental standards have

been enacted to regulate some of the external impacts of heavy industrial uses; and the remaining impacts could be addressed through design standards at the local level.

As a result of these trends, there is currently almost no distinction between uses allowed in Eugene's I2 (Light Medium) and I3 (Heavy Industrial) zoning districts. Springfield's HI and LMI zoning districts tend to have more differences. Springfield uses LMI as a buffering or transition area between heavy industrial and nonindustrial uses.

Washington County is one jurisdiction in Oregon that has two industrial Plan designations: an Industrial District and a Special Industrial Overlay District (for "campus industrial" uses). The Industrial District allows all types of industrial development, but different levels of review and standards apply to different categories of uses.

An alternative to the current designations in the Metropolitan Plan would be to combine the Heavy and Light Medium into one "General Industrial" designation that provides flexibility for the cities to set more specific use guidelines through either separate zoning districts (e.g., light medium and heavy), special use standards or site review requirements to deal with buffering concerns currently addressed by the separate zones.

This type of change would result in three Metropolitan Plan industrial designations: Campus Industrial, General Industrial, and Special Heavy Industrial. An amendment to the Light Medium and Heavy designations in the Metropolitan Plan would be required.

Design And Development Standards

The design and development standards found in current Eugene and Springfield Codes are described below.

Eugene Zoning Code

The I-1 zoning district contains a list of allowed uses and existing regulations provide design standards that apply to all sites in the District. The standards require underground utilities and landscaping, as follows: 1. Required yards, berms, and screening shall provide a parklike character for the property. 2. At least 20 percent of the portion of the site to be developed shall be landscaped with living plant materials. A larger percentage may be required if necessary to make positive findings for site review approval. 3. Non-solar friendly vegetation must comply with Solar setback standards. 4. Unused portions of otherwise developed property shall be maintained in an uncluttered, dust free and attractive manner. 5. All plant material shall be maintained by a permanent irrigation system. 6. If required landscaping cannot be completed prior to occupancy, the approving authority may require the applicant to post a performance bond.

In addition, site review criteria for industrial parks are: "a. The proposed development is consistent with standards, plans, policies and ordinances of the city. b. The proposed development is of general design character, (including but not limited to anticipated building design, type, bulk, height, location, and distribution of landscaped area, parking, roads and access) which will not create problems for the appropriate development of abutting properties

and the surrounding area. c. The proposed development will create an attractive, safe, efficient, and stable internal environment. d. Proposed buildings, roads and other uses will be designed and sited to ensure preservation of significant on-site vegetation, topographic features, and other unique or worthwhile natural features so as to prevent soil erosion or flood hazard. e. There will be adequate on-site provisions for utility services, emergency vehicular access, and public transportation facilities if on existing or proposed transit routings."

Industrial Development Standards have recently been applied to I-1 sites in the Willakenzie area. These detailed standards address pedestrian circulation; landscaping and screening of parking areas; interior yard setbacks; service, loading and special equipment areas; outdoor storage; outdoor refuse collection areas; rooftop sound attenuation; general landscaping standards; industrial street landscape requirements; rear yard setback area landscape requirements; fences and walls; and utility and mechanical equipment screening; and lighting.

Springfield Development Code

Both On-Site Design Standards and Industrial Park Design Standards are included in the SLI District. SLI standards address outdoor storage, lot coverage, grounds maintenance, underground utilities, river access and public transit facilities. Standards for industrial parks are almost identical to those in Eugene's I-1 District. The City of Springfield is in the process of revising the Special Light Industrial Development Standards (proposed amendments have been prepared). In addition, all industrial development in Springfield is subject to the site review criteria and process.

Evaluation Of Existing Standards

One criticism of the current Special Light Industrial implementing zoning districts is that they do not provide sufficient flexibility in allowed uses. Development professionals have observed that some uses are not included in the list of allowed uses in these districts even though they would be appropriate for those districts once strict design standards have been applied. In addition, a slide presentation of developed industrial sites in Eugene-Springfield prepared for this study revealed that poor appearance is a problem for many sites which makes them unattractive to potential developers.

Both cities are currently developing or revising development standards for Special Light Industrial zones, but additional work is required to develop and apply standards to all Special Light areas in Eugene. In addition, development standards for Light Medium Industrial uses have yet to be addressed. Additional standards for Light Medium Industrial uses would help improve the appearance of sites as they are developed, making the vacant portions of sites more attractive to prospective developers.

The codes of both cities do not currently contain design or development standards that apply specifically to commercial uses in industrial zones; and further study is needed to determine how commercial standards compare to industrial development standards.

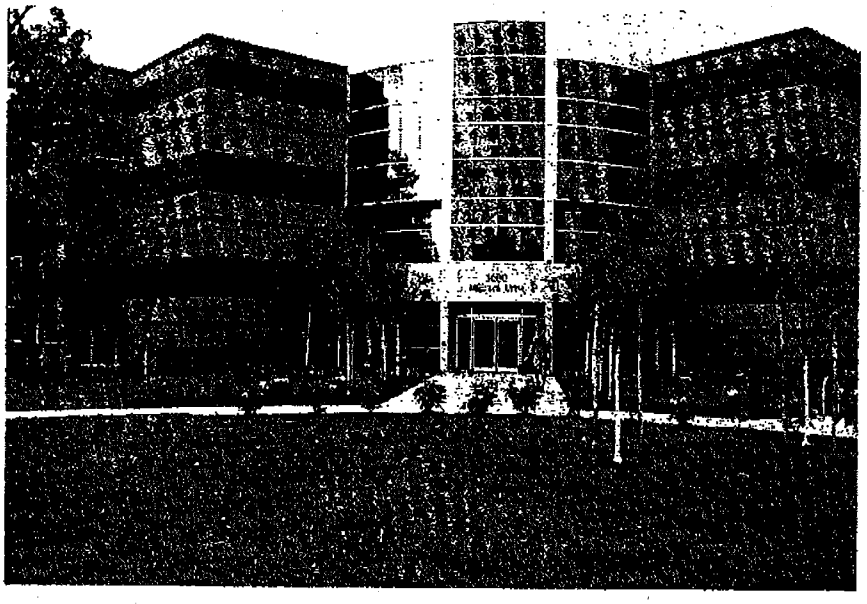
Business Parks

Existing Metropolitan Plan And City Code Provisions

Eugene-Springfield Metropolitan Area General Plan

The Metropolitan Plan Special Light Industrial designation (page II-E-7), as amended, contains the following language related to business parks: "Provision should also be made for small and medium scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis."

Industrial park environments also are protected in areas with a Special Heavy Industrial Plan designation, although industrial parks are not specifically mentioned in this context in the Plan. Land divisions in these areas are controlled to retain large parcels (40 acre minimum parcel size).



The University/Research Plan designation represents "property which is located in proximity to the University of Oregon campus. It is primarily intended to accommodate activities, research, and programs of the U of O. The designation also allows for mixed use development, including a limited range of retail and service uses and multiple-family dwellings." The Mixed Use Plan designation, in the case of the Booth Kelly site in Springfield, also is appropriate for an industrial park.

Eugene Zoning Code

Industrial Parks are specifically defined in Section 9.015, Definitions, and allowed in the I-1, Special Light Industrial District and the I-2, Light-Medium Industrial District. In addition, the Riverfront Research Park, zoned Special District (SD), is intended to be developed as a research park.

Definition: "Industrial Park: Any planned industrial development designed as a coordinated environment for a variety of industrial and industrially related activities, having a comprehensive development plan that ensures compatibility among planned uses as well as compatibility of those uses with adjacent properties, which occurs on a parcel or adjacent parcels under single ownership or development control."

Special Light Industrial District (I-1):

Section 9.444 specifies buildings and uses allowed in industrial parks and requires site review approval. Allowed uses include all those listed elsewhere in the I-1 zone except "offices, provided at least half the gross floor area of the building is occupied by a single tenant;" specific wholesale distributors; advertising and publishing related businesses; specific businesses that serve the allowed uses; motion picture industry businesses; businesses engaged primarily in professional analytic or diagnostic services; and sit down restaurants, primarily serving residents of the park, and banks, with these two uses limited to 20 percent of the total floor area of all buildings in the park.

Light-Medium Industrial District (I-2):

Section 9.450 allows all uses in the I-1 district, except restaurants, financial institutions, and non-accessory offices not directly permitted in I-2 and the uses listed for industrial parks in the I-1 do not have to be in a park in the I-2 unless specifically required in I-2.

Uses allowed in I-2 industrial parks include all I-2 uses, a very broad range, and a list of commercial and office uses, provided their combined gross floor area is not more than 20 percent of the gross floor area of all buildings in the park or 15 percent of the total park area, whichever is less.

Springfield Development Code

Industrial parks are defined in Section 2.020, definitions, and are allowed in the Special Light Industrial (SLI), Heavy Industrial (HI), Special Heavy Industrial (SHI) districts, in the Light Medium Industrial (LMI) district as a special use and in the Booth Kelly Mixed Use (BKMU) District. Business Parks are not defined, but according to the Code amendment currently being adopted, Business Parks include multi-office and special light industrial structures and are one of the primary uses in the SLI District.

Definition: "Industrial Park: A tract of land that has been planned, developed and operated as an integrated facility for a number of individual industrial and secondary uses, with special attention to circulation, parking, utility needs, aesthetics and compatibility."

Special Light Industrial District (SLI):

Industrial parks and business parks (under a revised version of this Code section) are listed as a primary use. District provisions allow all SLI uses in industrial parks, except

multi-use office and special light industrial structures (which are allowed in Business Parks). Corporate office headquarters are allowed in parks, provided that at least half the gross floor area is occupied by a single tenant and there is a minimum development area of 2 acres. Requires that primary special light industrial uses locate in an industrial park before secondary uses.

Other primary uses are manufacture and assembly of electronic or specialized equipment and components and other products with a high level of technological input that meet the performance criteria; day care facilities and other support services in conjunction with a development on site; media productions; research development or testing laboratories; and regional distribution headquarters consistent with the purpose of the district.

Secondary uses are those similar to the following: wholesale distribution of computers and peripheral equipment; wholesale distribution of mechanical devices and other equipment used by architects, dentists, engineers, medical practitioners and other professional groups; advertisers and publishers; and related services. Sit down restaurants and banks are allowed when the combined gross floor area does not exceed 20 percent of the of all buildings on the site or 15% of the developable area.

LMI, HI and SHI Districts:

Site plan review is required in all districts. Campus industrial uses are allowed in industrial parks in all three districts. In industrial parks in the LMI, buildings and uses are required to be designed so as not to create problems for appropriate development of neighboring properties. Subdivisions in the LMI District are processed under Industrial Park standards.

Booth Kelly Mixed Use District (BKMU):

"The BKMU District provides for a mixed use employment center that complements Downtown Springfield. As such, a variety of commercial, industrial, recreational and residential land uses are encouraged in a pedestrian-oriented setting that takes advantage of the district's natural features." Industrial parks are not specifically named as an allowed use, but the list of allowed uses would be compatible with an industrial park environment.

Evaluation Of Existing Plan And Codes

Current terminology in the development community uses the terms "industrial park" and "business park" interchangeably; and the term, business park, is included in the Special Light Industrial Metropolitan Plan designation. Developers seeking to create a business park with associated design and development standards would not be accommodated by the current Plan and Code provisions for industrial parks. For the sake of clarity and flexibility, the Eugene Code could be changed to allow business parks. A definition for business park could be included in the Springfield Codes. The provisions for business parks in the Eugene Code could embrace a performance zoning concept in which any industrial use would be allowed as long as it conforms to specific design and development standards.

IV. PROPOSED POLICIES AND PLANNED FACILITIES RELATED TO INDUSTRIAL LANDS

IV: PROPOSED POLICIES AND PLANNED FACILITIES RELATED TO INDUSTRIAL LANDS

The Metropolitan Industrial Lands Special Study evaluates existing and proposed policies and programs in light of their possible impacts on industrial development.

The Metropolitan Industrial Lands Special Study Inventory Report describes existing policies and programs and economic trends (see Inventory Report Chapters I through IV). Existing policies related to industrial development were found in the following documents: LCDC Statewide Planning Goal 9, Economy of the State, and administrative rules (OAR 660, Division 9); the Eugene-Springfield Metropolitan Area General Plan; refinement plans, economic development plans, and zoning codes of the local jurisdictions; and the Metropolitan Area Public Facilities Plan.

This Chapter identifies proposed policies and facilities and evaluates their impact on industrial lands. Specific studies and facilities are Eugene Industrial Lands Replacement Study, Eugene Commercial Lands Study, West Eugene Wetlands Special Area Study, Metropolitan Natural Resources Special Study and the West Eugene Parkway.

Eugene Industrial Lands Replacement Study

The cities of Eugene and Springfield and Lane County have adopted the following three Metropolitan Plan amendments related to industrial land designation. The impacts of these changes on the inventory are an increase of 378 acres in Light Medium land and a decrease of 10 acres in Special Light and 315 acres in Special Heavy land.

1. Stewart Road Site: A 74 acre group of parcels at the northeast intersection of Stewart Road and Bertlesen Road. Redesignation from Special Light Industrial to Light-Medium Industrial, except that 11 of the 74 acres would retain Natural Resource designation.

2. Enid-Awbrey Site: A 315 acre group of parcels between Enid Road and Awbrey Lane and east of properties with frontage on Highway 99. Redesignation from Special Heavy Industrial to Light-Medium Industrial.

3. Chad Street Site: A 53 acre site directly across Chad Street from site 5-1 in this inventory was redesignated from Medium and Low Density Residential to Special Light Industrial.

Eugene Commercial Lands Study

The Eugene Commercial Lands Study, October 1992, assumed that 40 acres of the land zoned I-1 and 55 acres of the I-2 zoned land would be used for commercial uses by the year 2010. This assumption is based on the fact that office and commercial uses are allowed in industrial zones and in industrial parks. It is reasonable to assume that some of the demand for commercial land will be met by business parks on industrially

designated land. This assumption was made in the demand analysis for the industrial lands inventory (see, Metropolitan Industrial Lands Inventory Report, pp. 11-16).

The Commercial Lands Study discusses business parks and notes that the I-1 Special Light Industrial zone in Eugene would require revisions in order to fully implement the business park concept. The report recommends that the City "consider the concept of business parks during review of the Metropolitan Industrial Lands Study currently in progress."

Another proposed implementation measure in the draft report is to "amend the Eugene Zoning Ordinance to permit flexibility in the re-use and adaption of existing commercial buildings for industrial uses that are compatible and can be provided with public services." The impact of this policy, if adopted, would be to increase the availability of developed properties for industrial uses.

The report proposes redesignation from Special Light Industrial to Commercial of 24 acres currently zoned and used commercially. This recommendation will not impact the industrial lands inventory because it is a developed site.

The report proposes redesignation of 37.9 acres from Commercial to Light Medium Industrial (Industrial Lands site 48 in Region 2). If implemented, this will result in an additional 21 vacant acres planned for industrial development.

West Eugene Wetlands Special Area Study and the Metropolitan Natural Resources Special Study

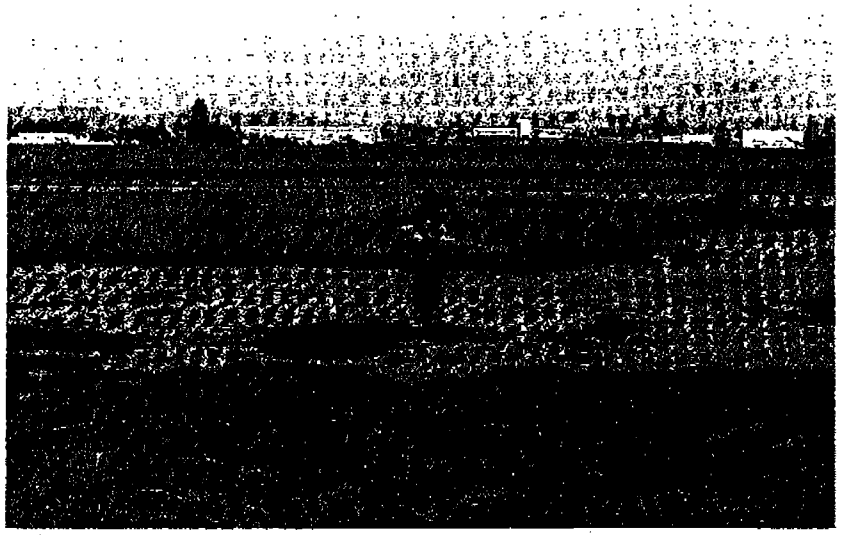
(Note: The term, "significantly impacted," as used in this context, means that the potential constraint either affects a major portion of the site, runs through the center of the site, or in some other way significantly interferes with the site's development potential.)

The findings and conclusions in this section are consistent with the recommendations in the West Eugene Wetlands Plan, adopted by the City of Eugene and Lane County in 1992 and the Draft Metropolitan Natural Resources Special Study (NRSS). The NRSS currently is in draft form. This section and the associated recommendations in the "Summary" in the front of this document will need to be revised in the future to reflect any changes made to the recommendations in this study prior to its adoption by the local jurisdictions.

The West Eugene Wetlands Plan contains an inventory of wetlands that were identified according to the Federal Manual for Delineating Wetlands. The inventory applies within a defined study area, including disturbed agricultural wetlands, and recommends wetland areas in west Eugene for either protection or development. The study proposes mitigation sites for wetlands recommended for development. In some cases, these potential mitigation sites are on land that is either designated or zoned industrial. Buffer areas are expected to be a part of the recommended management plan. These buffers will impact additional industrial land.

The Draft Metropolitan Natural Resources Special Study (NRSS) contains an inventory of wetlands (outside the WEWSAS area) and other Goal 5 natural resources in the metropolitan area. The inventory, completed by Esther Lev for L-COG, includes wetlands, waterways,

riparian areas and uplands defined by the vegetative community in the area. This inventory was completed according to the Goal 5 process which is not based on the methodology for delineating jurisdictional wetland boundaries. The areas identified in this study serve as initial indicators that they may contain jurisdictional wetlands. An on-site analysis according to the manual is needed either on a regional or case-by-case basis. The inventory does not address disturbed agricultural wetlands because it was completed before the federal wetland definition was changed to include this wetland category.



The NRSS recommends wetlands (in the metropolitan area outside west Eugene) and other significant Goal 5 resources (in the metropolitan area) for protection or development; and, in some nonwetland areas, the study recommends use of the land in a manner that balances development with protection of the resource. Although mitigation will be required for wetlands recommended for development in these areas, no sites have been identified as potential wetland mitigation sites. Land with hydric soils were identified in the Industrial Lands Inventory Report because hydric soil areas outside the WEWSAS area may be jurisdictional wetlands (those regulated by state and federal agencies) or might be recommended as potential mitigation sites sometime in the future.

Jurisdictional Wetlands And Other Goal 5 Natural Resource Areas Recommended For Protection

For purposes of this report, industrial sites significantly impacted by WEWSAS recommendations for wetland protection and Natural Resources Special Study recommendations for natural resource protection are assumed to be unbuildable land. This includes areas where corridors are enhanced, i.e., riparian areas near wetlands. This assumption allows for an estimation of the potential impact adoption of the studies will have on the industrial lands supply. These estimated impacts will be different if the recommendations of these other studies are modified.

Wetlands Recommended For Development

Industrial sites significantly impacted by wetlands recommended for development by the WEWSAS are assumed to be unavailable in the short-term for industrial development. These sites are not readily available because a permit process is required to develop these sites which can take up to a year or longer to complete.

Natural Resource Areas Recommended For Partial Development

The availability of sites in the short-term is assumed to be unaffected by recommendations for partial protection of Goal 5 resources because these sites will still be available for development; but they will be required to meet special standards which may add to the cost of development. This assumption is supported by existing Plan policies.

Mitigation Sites

Industrial sites significantly impacted by WEWSAS recommendations for mitigation sites were not considered available in the short-term. Depending on how the individual sites were impacted, some were not considered appropriate for industrial use.

Mitigation sites have not been proposed for wetlands outside west Eugene. If any vacant industrial land outside west Eugene is used as a mitigation site, the impact of these activities on the industrial lands supply will need to be determined. These areas are most likely to have a concentration of hydric soils which are already included in the industrial lands inventory as potential physical constraints.

Hydric Soils Areas

In WEWSAS, disturbed agricultural wetlands were included in the inventory. The study estimates a total of about 725 acres of wetlands on industrially designated land, including hydric soils areas; this figure may change as more detailed wetland delineation is conducted in the future. The Industrial Lands Inventory Report revealed a total of about 1,620 acres of hydric soils in the metro area, of which about 1,150 acres are in west Eugene. This leaves about 470 acres of industrial land with hydric soils outside west Eugene. The actual number of hydric soils areas is somewhat less than this figure because, as revealed in the site evaluations, some of these hydric soils areas are paved.

Based on the above discussion, hydric soils within the boundaries of WEWSAS are assumed to be jurisdictional wetlands only if they are identified as such in that study. Otherwise, these hydric soils areas do not affect the availability of these sites for industrial development.

Hydric soils areas outside the WEWSAS area (about 470 acres) have not been inventoried for disturbed agricultural wetlands; therefore, they are potential physical constraints. Sites outside west Eugene that are significantly impacted by hydric soils were not considered available in the short-term. If hydric soils are the only constraint to development, the site was placed in a separate category, "Short-term Sites With Hydric Soils."

West Eugene Parkway

The West Eugene Parkway project involves constructing a 5.5 mile extension of the 6th and 7th Avenue Couplet on new alignment in Eugene. The project will provide a new east-west arterial in west Eugene and will support development of the west Eugene Industrial Area and the Willow Creek Basin. The project has not received final approval from the Environmental Protection Agency which is requiring additional study of one of the alternatives.

In evaluating the impact of the West Eugene Parkway on industrial sites in west Eugene, this policy report assumed that the Parkway would be constructed as proposed in the preferred alignment in the Final Environmental Impact Statement completed in January, 1990. At the time this final report was prepared (July, 1993), additional study was underway to address new information about potential parkway impacts on the western pond turtle; this may affect the alignment of the parkway and, thus, the status of industrial sites indicated as being impacted in the Matrix. The evaluation of individual sites in West Eugene (region 2) should be adjusted to reflect the impacts of any changes to the Parkway Plan (see, Industrial Lands Site Evaluation Matrix).

V. EVALUATION OF INDUSTRIAL SITES

V: EVALUATION OF INDUSTRIAL SITES

This chapter presents an evaluation of the development potential of the industrial site inventory. First, the short-term demand for industrial sites (both for new industry and expansion) is analyzed in terms of total acres, total sites and sites by site size category. This analysis is followed by a description of the short-term supply of industrial acres and sites. The remainder of the inventory is then discussed in terms of the development potential of sites available in the short term except for hydric soils, long-term sites, and sites considered inappropriate for industrial use. Other topics are Plan/zone issues and conflicts, needed site improvements and campus industrial development opportunities.

Short Term Demand

State policy implementing Statewide Planning Goal 9, Economy of the State, is contained in Oregon Administrative Rules Division 9, Industrial and Commercial Development. The rules suggest the following two methods for estimating the short-term demand for serviceable sites (OAR 660-09-025(3)(b)).

1. Deriving a proportionate share of the anticipated 20-year need specified in the comprehensive plan (as updated); and

2. Projections or forecasts based on development trends in the area over previous years.

The rule requires that a three-year supply of serviceable sites is scheduled for each year, including the final year, of the short-term element of the public facilities plan. The short-term element of the Eugene-Springfield Public Facilities Plan references the capital improvement plans which are five year plans.

Proportionate Share Of Twenty Year Demand

The 20-year demand methodology made no distinction between industrial acres available for new industry and acres available for expansion. The methodology calculated a 20 year demand of between 650 and 1,172 acres (see, Industrial Lands Inventory Report for assumptions and methodology).

> A one year demand range can be calculated from these figures by dividing each by 20, yielding 32.5 and 58.6, respectively. A three year supply in the first year would be a range of 97.5 to 175.8 acres. A five year supply can be calculated which assumes that a three year supply is available in each year and that the one year supply (32.5 to 58.6 acres) developed each year will be replaced. This analysis produces a five year demand in the range of 227.5 to 410.2 acres (e.g., 97.5 + 4 X 32.5 = 227.5). Additional land may be desired to accommodate unanticipated industrial development such as large firms relocating to the area.

Demand Projections Based On Past Development Trends

The demand for sites projected below is based on the Eugene-Springfield's industrial development experience over the past two years. It is appropriate to use the average rate of development during this time period as a base because this was a time of relative economic stability, i.e., the area had recovered from the recession of the early 1980s. The demand projection does not take into account firms showing an interest in relocating to this area over the past two years. However, the analysis of the short-term supply does address the need to provide sites for these and other industrial development opportunities not reflected in the demand projections. The short term supply inventory distinguishes between vacant sites available for new industry and sites available for expansion.

1. Short Term Demand For Sites For New Industry

   Over the past two years, approximately 16 sites available for new industry have been developed or partially developed in the metro area, a rate of about 8 sites per year. Almost all new industrial site development in the past 2 years has occurred on sites that are less than 20 acres in size and most of this development has occurred in west Eugene and West Springfield. If these trends continue, 40 sites in this size range could be developed by new industry in the next 5 years.

   Another region that has experienced industrial development over the past few years is the industrial area along Chad Drive in the Willakenzie region in Eugene. These trends indicate that vacant sites in quality industrial park settings are also in demand in the metro area.

   Based on past development trends, sites under 20 acres and sites in quality campus like settings are most likely to be developed in this area. A three year supply in each year over the next 5 years would equal about 56 sites.

2. Expansion Sites

   Over the past two years, about 2 expansion sites have been developed or partially developed by existing industry. If these trends continue, as many as 5 sites could be developed through expansion of existing businesses in the next five years. Using the above method, about 7 expansion sites should be available over the next five years.

Short Term Supply

The analysis of the short-term supply of industrial land was conducted for both acres and sites. The minimum number of acres and sites available in the short-term was estimated to determine whether the supply satisfies the short-term demand. There are additional acres and sites available in the short-term not represented in this summary (see Table 1, "Notes"). In addition, some of the short-term sites have been partially developed or are only partially available in the short-term. The latter conditions will impact the number of acres available in the short-term but not the number of sites (i.e., some of the sites noted "PD" or "P" are smaller than shown in the

Matrix). For purposes of this analysis, the minimum number of sites and acres is a meaningful measure of the short-term supply because it assures an adequate supply in the short-term which is the purpose of this study.

Industrial Acres Available In The Short Term

The number of acres available in short term sites may not reflect the actual number of acres available in the short term because some of the tax lots in long term sites are available in the short term. For example, some large long term sites were considered long term because access was available to only a portion of the site. The tax lots with access are available in the short term but are not included in the list of short term sites.

There are about 1,887 acres in the short-term site inventory: 1,610 acres for new industry and 277 acres for expansion, excluding site 7-34 (see Matrix page 20). In addition, some of these acres have been developed or partially developed since the inventory was documented on January 1, 1989; and some of the acres in this figure are in sites which contain parcels under separate ownership and this may limit the short term availability of portions of these sites (see Site Evaluation Matrix).

Industrial Sites Available In The Short Term For New Industry And Expansion

All of the sites in the inventory were placed in one of four categories (see Metropolitan Industrial Lands Site Evaluation Matrix) as summarized in Table 1. This section summarizes the short-term site categories: short-term sites for new industry and expansion sites.

Supply Of Short-Term Sites For New Industry

Approximately 74 sites are available in the short term for new industry as of January 1991 (see Table 1). This figure excludes 10 sites that have been fully developed in the past two years, and includes 7 sites that have been partially developed in that time period. (Recent developments on sites in this category satisfy the 20 year demand which extends from January 1, 1989).

In the short-term, there are about 55 sites under 20 acres in size; about 13 sites between 20 and 49 acres; and 6 sites 50 acres or larger. One of the sites over 50 acres (2-18) will most likely be developed in as many as 10 small sites, contributing additional sites under 20 acres to the short term supply.

1. Short-term Sites Less Than 20 Acres

Of the 55 sites in this category, 10 sites have some limiting factors (wetland mitigation requirements, West Eugene Parkway impacts or floodway) on a portion of the site. These factors do effect the short-term availability of these sites. As many as 10 additional sites in this size range may be available in the short term. These parcels are currently considered part of site 18 in region 2 (see description of sites in 50+ size category, below).

Table 1: Summary of Industrial Lands Site Evaluation Matrix

Site Categories	Vacant Sites	Site Size <20	20-49	50+
Short term sites				
For new industry	74	55	13	6
Expansion sites	14	9	4	1
Short term sites with hydric soils	5	3	1	1
Long term sites	56	39	10	7
Total Sites Appropriate For Industrial Use	**149**	**106**	**28**	**15**
Additional Industrial Sites:				
Sites not appropriate for industrial use	25	22	2	1

Notes:

1. *The vacant sites column excludes 10 sites: site 7-34 which is used as a log deck and nine sites fully developed between January 1989 and January 1991. The column does include sites partially developed during this time because a portion of these sites remain available for development. The site size columns are not affected by the inclusion of developed portions of sites because almost all of the partially developed sites are under 20 acres and would therefore remain in that column.*

2. *Some of the short term sites for new industry are only partially available in the short term because short term development of a portion of the site is constrained by inadequate access or physical characteristics (e.g., wetlands recommended for development in WEWSAS that require mitigation). The number of sites available in the short-term is not effected by this condition, but it may effect the number of sites in each size group.*

3. *Additional site evaluation (e.g., West Eugene Parkway impacts, WEWSAS impacts) revealed that some of the larger sites will most likely be developed as a number of smaller sites. This has the most notable impact on the 50+ size category. Given the configuration and location of site 18 in region 2, this site will most likely be developed as a number of sites under 20 acres in size, leaving 5 sites in this category (see, Evaluation of Short Term Sites For New Industry, below).*

In addition, parcels in sites included in the list of long term sites because of multiple owners may be available in the short term as sites in this size range.

2. Short-term Sites Between 20 and 50 Acres

Of the 13 sites, 4 are partially available in the short-term (sites 1-2, 2-29, 2-39, and 4-2) and one contains more than one site (site 6-3) because it is split by 17th Street. However, all 13 sites contain 20 or more acres that are available in the short-term; and none have been developed or partially developed in the past two years.

3. Short-term Sites With 50+ Acres

a. Site 2-18: Included as a 144.6 acre Light Medium site with 8 owners, it will be split in half when the West Eugene Parkway is built. It is also divided by the Amazon Channel and 5th Street. Portions of the site contain wetlands, are proposed for wetland mitigation or are only available for Bi-Mart expansion. This site will most likely be developed in as many as 10 smaller sites, all under 20 acres in size.

b. Site 2-51: A 74.3 acre Light Medium site with one owner. About 11 acres has a Natural Resource Plan designation and wetlands recommended for protection. The recommendation for this site will be consistent with WEWSAS.

c. Site 2-84: A 215 acre Special Light site with one owner, this is the Willow Creek Industrial Park site considered appropriate for campus industrial use. A portion of the site is considered available in the short-term and the remainder available over a longer time frame due to the cost of extending the sewer across such a large area. A large user could also make use of more of the site in the short term. A small portion of the site is affected by soil constraints.

d. Site 7-5: An 86.1 acre site with one owner, this is the Pierce Site. It is considered a good short-term site for campus industrial and light medium industrial development.

e. Site 7-17: A 52.9 acre Light Medium/Heavy site with one owner, this is the Burkland Site. It is considered a good short-term site for large industrial users.

f. Site 7-25: A 243 acre Special Light site with 8 owners, this is considered a good short-term site for campus industrial use. About 30 percent of the site is in the floodway. It is considered only partially available in the short-term because only a large developer most likely would be interested in negotiating with multiple owners.

Supply Of Expansion Sites

Fourteen vacant sites were identified as short term expansion sites. Nine of these are less than 20 acres. Site 43 in west Eugene, 103.1 acres, contains about 5 acres available for Spectra Physics expansion; the remainder contains wetlands recommended for protection. There are 4 sites between 20 and 50 acres: Site 9 in the Highway 99 region, 41.8 acres, is owned by Seneca; site 35 in west Eugene, 20.8 acres, is owned by Lane Plywood; and site 48 in this region, 21.4 acres, is owned by Cuddeback; and site 2 in East Springfield, 39.4 acres, is owned by Weyerhaeuser.

Supply Of Short-term Sites With Hydric Soils

Hydric soils are a potential constraint to development of industrial sites outside west Eugene because they are one indicator of disturbed agricultural wetlands, which have not been delineated outside west Eugene. These sites would be available in the short-term except that hydric soils significantly impact the sites. Resolution of the hydric soils issue on these sites may make them immediately available for industrial use.

Five sites (3 under 20 acres, one 20-49 acres and one 50+ acres) were identified as short-term if the areas with hydric soils are not found to be regulated wetlands. Sites one and two in the Willakenzie region fall into this category; site 5 in the Highway 99 region; and sites 20 and 21 in West Springfield. All of these sites except site 5-1 would be fully available in the short-term. About 20 acres of site 5-1 remains available for development because a large portion of this site has been developed since the inventory was conducted. However, if the recommendations of the Eugene Industrial Lands Replacement Study (see Chapter III) are implemented, this site will be expanded to include an additional 53 acres to the north.

Supply Of Long Term Sites

Long-term sites do not meet the criteria of sites in the other categories but are considered appropriate for industrial use and available over the next 20 years. Although some of these sites contain parcels that may be available in the short-term, the site as a whole is not considered available for development in the next five years.

Fifty-six sites containing about 1,546 acres are available in the long-term. Thirty-nine of these sites are less than 20 acres; 10 are between 20 and 50 acres; and 7 are 50+ acres in size. For the most part, a combination of factors limit the short-term availability of these sites (see, Site Evaluation Matrix). The extension of public improvements and the resolution of the issue of hydric soils are two factors which may make many of these sites available in the short term.

Sites Not Appropriate For Industrial Use

All of the sites in the inventory were evaluated in terms of their appropriateness for industrial use. Factors included in the analysis were whether the site was vacant as of January 1, 1989, site location and physical characteristics.

Twenty-five sites containing about 421 acres were considered inappropriate for industrial use. These sites fall into the following categories with associated recommendations for each group of sites (see, "Findings, Conclusions and Recommendations"): adjacent residential, west Eugene Parkway impacts, WEWSAS impacts, physical prohibitions and, in one case, site location and configuration.

1. Adjacent Residential: Eleven sites were found to have adjacent residential development patterns that conflict with future industrial use of the site (see Matrix sites with "R" in this category). Where possible, recommendations are made for an appropriate Plan designation and zoning of these sites. In some instances, additional information was needed to determine the appropriate use. For these sites, the recommendation is made that further study is needed to resolve the Plan/zone issues (PZ in Matrix). When these sites are redesignated for another use, they should be deleted from the industrial lands buildable lands inventory.

2. West Eugene Parkway: Six sites will be eliminated when the West Eugene Parkway is built (see Matrix notes "WP"). When the parkway is built, or when the final development plan has been approved by the appropriate public agencies, these sites should be deleted from the inventory of buildable industrial lands.

3. WEWSAS: Three sites will be impacted by the recommendations for protected wetlands in the WEWSAS (see Matrix, "WET"). Depending on how the adopted recommendations of WEWSAS are implemented, these sites may need to be removed from the industrial buildable lands inventory.

4. Four sites are considered unbuildable due to physical prohibitions (floodway, soils, slopes, etc.) or public ownership. These acres were deleted from the buildable lands inventory (see, Inventory Report).

5. One site (7-15) is considered inappropriate for industrial use because its site configuration and location are such that it is unlikely that public improvements will be extended or that any development will occur on the site. When an appropriate designation and zoning is determined for this site, it should be deleted from the inventory of buildable industrial lands.

Plan/Zone Issues And Conflicts

The following Plan/zone issues were identified. The Industrial Lands Site Evaluation Matrix recommends appropriate Plan designation and zoning for many of the sites with Plan/zone issues. For some sites, further study is recommended to resolve the issue.

1. Plan/zone conflicts

   Conflicts are defined as a condition in which a site has a non-industrial Plan designation and industrial zoning. Sites in this category which were considered appropriate for industrial use are: sites 5, 11, 30, 48, 66 and 80 in region 2. These sites are noted "PZC" in the Matrix. Additional sites with conflicts are listed in the matrix as inappropriate for industrial use.

Supply Of Expansion Sites

Fourteen vacant sites were identified as short term expansion sites. Nine of these are less than 20 acres. Site 43 in west Eugene, 103.1 acres, contains about 5 acres available for Spectra Physics expansion; the remainder contains wetlands recommended for protection. There are 4 sites between 20 and 50 acres: Site 9 in the Highway 99 region, 41.8 acres, is owned by Seneca; site 35 in west Eugene, 20.8 acres, is owned by Lane Plywood; and site 48 in this region, 21.4 acres, is owned by Cuddeback; and site 2 in East Springfield, 39.4 acres, is owned by Weyerhaeuser.

Supply Of Short-term Sites With Hydric Soils

Hydric soils are a potential constraint to development of industrial sites outside west Eugene because they are one indicator of disturbed agricultural wetlands, which have not been delineated outside west Eugene. These sites would be available in the short-term except that hydric soils significantly impact the sites. Resolution of the hydric soils issue on these sites may make them immediately available for industrial use.

Five sites (3 under 20 acres, one 20-49 acres and one 50+ acres) were identified as short-term if the areas with hydric soils are not found to be regulated wetlands. Sites one and two in the Willakenzie region fall into this category; site 5 in the Highway 99 region; and sites 20 and 21 in West Springfield. All of these sites except site 5-1 would be fully available in the short-term. About 20 acres of site 5-1 remains available for development because a large portion of this site has been developed since the inventory was conducted. However, if the recommendations of the Eugene Industrial Lands Replacement Study (see Chapter III) are implemented, this site will be expanded to include an additional 53 acres to the north.

Supply Of Long Term Sites

Long-term sites do not meet the criteria of sites in the other categories but are considered appropriate for industrial use and available over the next 20 years. Although some of these sites contain parcels that may be available in the short-term, the site as a whole is not considered available for development in the next five years.

Fifty-six sites containing about 1,546 acres are available in the long-term. Thirty-nine of these sites are less than 20 acres; 10 are between 20 and 50 acres; and 7 are 50+ acres in size. For the most part, a combination of factors limit the short-term availability of these sites (see, Site Evaluation Matrix). The extension of public improvements and the resolution of the issue of hydric soils are two factors which may make many of these sites available in the short term.

Sites Not Appropriate For Industrial Use

All of the sites in the inventory were evaluated in terms of their appropriateness for industrial use. Factors included in the analysis were whether the site was vacant as of January 1, 1989, site location and physical characteristics.

Twenty-five sites containing about 421 acres were considered inappropriate for industrial use. These sites fall into the following categories with associated recommendations for each group of sites (see, "Findings, Conclusions and Recommendations"): adjacent residential, west Eugene Parkway impacts, WEWSAS impacts, physical prohibitions and, in one case, site location and configuration.

1. Adjacent Residential: Eleven sites were found to have adjacent residential development patterns that conflict with future industrial use of the site (see Matrix sites with "R" in this category). Where possible, recommendations are made for an appropriate Plan designation and zoning of these sites. In some instances, additional information was needed to determine the appropriate use. For these sites, the recommendation is made that further study is needed to resolve the Plan/zone issues (PZ in Matrix). When these sites are redesignated for another use, they should be deleted from the industrial lands buildable lands inventory.

2. West Eugene Parkway: Six sites will be eliminated when the West Eugene Parkway is built (see Matrix notes "WP"). When the parkway is built, or when the final development plan has been approved by the appropriate public agencies, these sites should be deleted from the inventory of buildable industrial lands.

3. WEWSAS: Three sites will be impacted by the recommendations for protected wetlands in the WEWSAS (see Matrix, "WET"). Depending on how the adopted recommendations of WEWSAS are implemented, these sites may need to be removed from the industrial buildable lands inventory.

4. Four sites are considered unbuildable due to physical prohibitions (floodway, soils, slopes, etc.) or public ownership. These acres were deleted from the buildable lands inventory (see, Inventory Report).

5. One site (7-15) is considered inappropriate for industrial use because its site configuration and location are such that it is unlikely that public improvements will be extended or that any development will occur on the site. When an appropriate designation and zoning is determined for this site, it should be deleted from the inventory of buildable industrial lands.

Plan/Zone Issues And Conflicts

The following Plan/zone issues were identified. The Industrial Lands Site Evaluation Matrix recommends appropriate Plan designation and zoning for many of the sites with Plan/zone issues. For some sites, further study is recommended to resolve the issue.

1. Plan/zone conflicts

   Conflicts are defined as a condition in which a site has a non-industrial Plan designation and industrial zoning. Sites in this category which were considered appropriate for industrial use are: sites 5, 11, 30, 48, 66 and 80 in region 2. These sites are noted "PZC" in the Matrix. Additional sites with conflicts are listed in the matrix as inappropriate for industrial use.

2. An industrial Plan designation different from an industrial zoning on the same site

   Most often this condition is one in which the site has a Light Medium Plan designation and Heavy zoning. Although not considered a conflict, these sites are recommended in the Matrix for a consistent, specific designation and zoning, primarily as a housekeeping measure.

3. Recommended change in designation or zoning

   Where appropriate, a specific industrial designation and zoning is recommended that appears more suitable than the current designation or zoning.

4. Uniform designation and zoning

   In some cases, parcels within a site have different designations or zoning. Where appropriate, uniform designation and zoning is recommended.

Needed Site Improvements By Region

The following sections highlight the prevalent issues for sites in each region.

Region 1

All but 9 sites have hydric soils on part of the site. Sanitary sewer extension is needed for some sites.

Region 2

Plan/zone issues, wetlands and the West Eugene Parkway are the main needed improvements for sites in this region.

Region 4

Site 1 needs no improvements except storm sewer facilities. Site 2, the Riverfront Research Park, is adjacent to the Willamette River and is in the flood plain. Over 50% of the site has either upland or riparian habitat areas and over 50% is within the Willamette River Greenway. Existing public facilities need to be extended to the site. These improvements are included in the Eugene Capital Improvement Program, with a portion of funding to be provided by the State of Oregon.

Region 5

Hydric soils are the only limiting factor for sites 1 and 2. Site 3 needs sanitary and storm sewers.

Region 6

Annexation and the need to extend sanitary sewers are the main issues for long-term sites in this region.

Region 7

Storm and sanitary sewer, site access and, for a few sites, hydric soils are the most frequently encountered needed improvements for long-term sites.

Region 8

Storm and sanitary sewer and, for a few sites, hydric soils are needed improvements for many long-term sites.

Campus Development Opportunities

In addition to sites under 20 acres in size, industrial development most often occurs in high quality "campus industrial" settings. For this reason, it is important to identify long-term industrial sites that offer campus industrial development opportunities. Each large site was evaluated for its potential to be developed as a campus industrial park and ten sites were identified as described below for each region. These sites should be considered for a Special Light Industrial designation and zoning, where appropriate or not already so designated, as indicated in the Matrix with an SLI recommendation.

These sites are attractive for residential use for many of the same reasons that they are suitable for campus industrial use. Competition from residential developers for these sites has been experienced recently. For example, interest has been expressed in developing site 29 in region 1 as a mobile home park.

Region 1

Site 29 was the only site in this region considered appropriate for a business park in a campus industrial Plan category. This 67 acre site has 6 owners, good highway and street access and is relatively free of physical constraints. A sanitary sewer line is in place at the eastern edge of the site to serve existing residential development. The line would have to be extended to the western edge to serve industrial development which would most likely begin to develop near the Expressway. About 10 percent of the site is in a potentially significant riparian area, which should enhance the site, rather than constrain its development potential.
The site currently has a Light Medium Industrial designation and zoning. This designation may not provide the protection needed to preserve this site for future business park development. Additional study should be conducted to determine whether Special Light Industrial is more appropriate for this site.

Region 2

Sites 37 (about 180 acres available for development), 47 (48.8 acres) and 84 (215 acres) were considered good sites for campus industrial use.

Region 4

Site 2, the Riverfront Research Park, is already designated and zoned for a research park.

Region 5

All 3 sites (sites 1, 2 and 3) appropriate for industrial use would be good campus industrial sites. They currently are designated Special Light Industrial.

Region 7

Site 25 (McKenzie-Gateway) and the SLI-designated portion of site 5 (Pierce) were considered appropriate for a campus industrial Plan category. Both currently are designated Special Light Industrial.

Future Industrial Development Opportunities

Future opportunities for industrial development in the Eugene-Springfield metropolitan area may exist in the following three general locations:

a. The I-5 corridor
b. The area between the airport and the UGB
c. The LCC Basin

Although it is recognized that any future development in these areas would not occur in the near future, the local jurisdictions should study the industrial development potential of these areas as part of the next Metropolitan Plan update which will occur during the next five to ten years.

There are specific reasons why the development potential of these areas is not recommended for immediate consideration. Eugene and Springfield are focussing on financing roads and sewers to serve industrially designated land along the I-5 corridor already within the incorporated cities prior to identifying any additional industrial areas. There is existing industrial acreage along I-5 in the Gateway area, in the Chad/Beltline area, in the I-105 area and in the Glenwood area.

The area around the airport that is outside the Urban Growth Boundary is currently designated either Airport Reserve or Agriculture. The metropolitan jurisdictions added 200 acres of industrially designated land in the Awbrey-Meadowview Metropolitan Plan amendment to address the needs of heavy industry. Eugene will be initiating an Airport Vicinity/Highway 99 Refinement Plan to address land use, infrastructure and other issues in this area in 1992.

The LCC Basin is an area outside the UGB and is designated as resource land (Forest and Agriculture) with some additional areas designated for Rural Residential and open Space, a small

Rural Industrial exception area and a small Rural Commercial area. Most urban level services cannot be extended to the LCC Basin until areas already inside the UGB can be served.

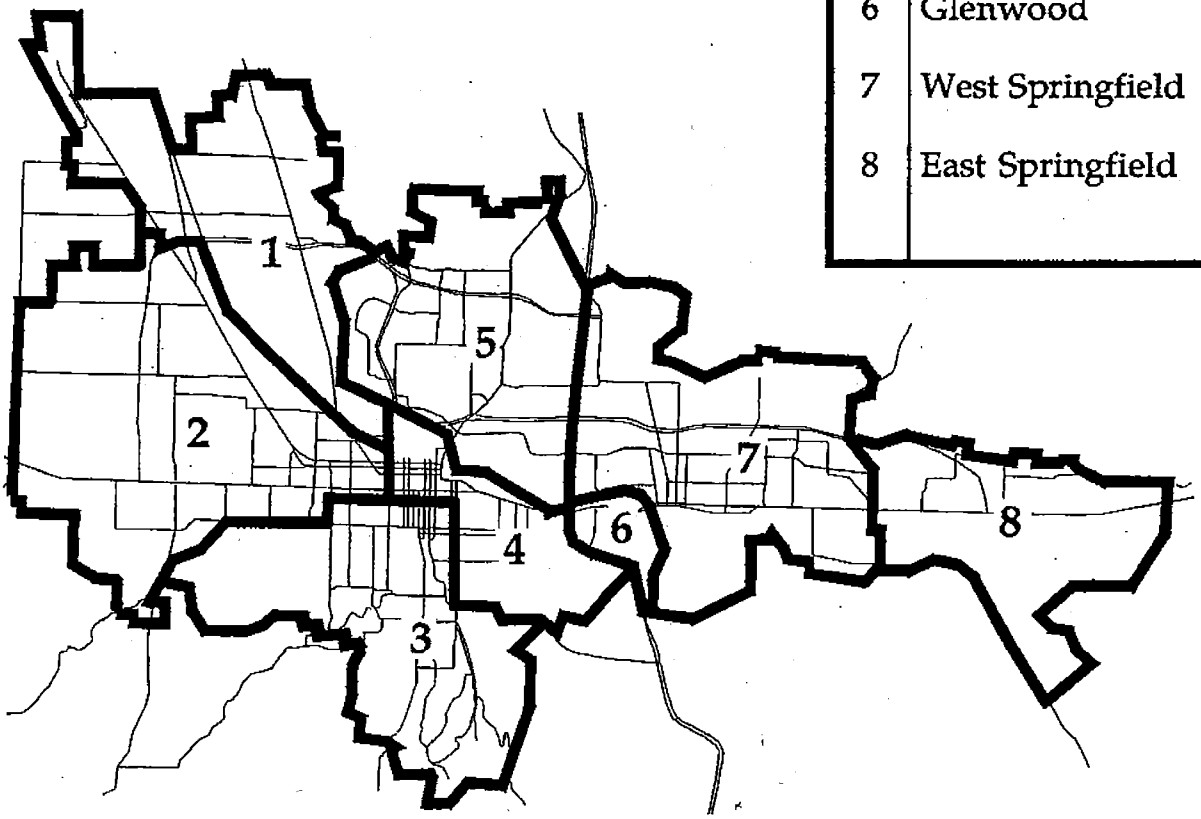
SITE MAPS

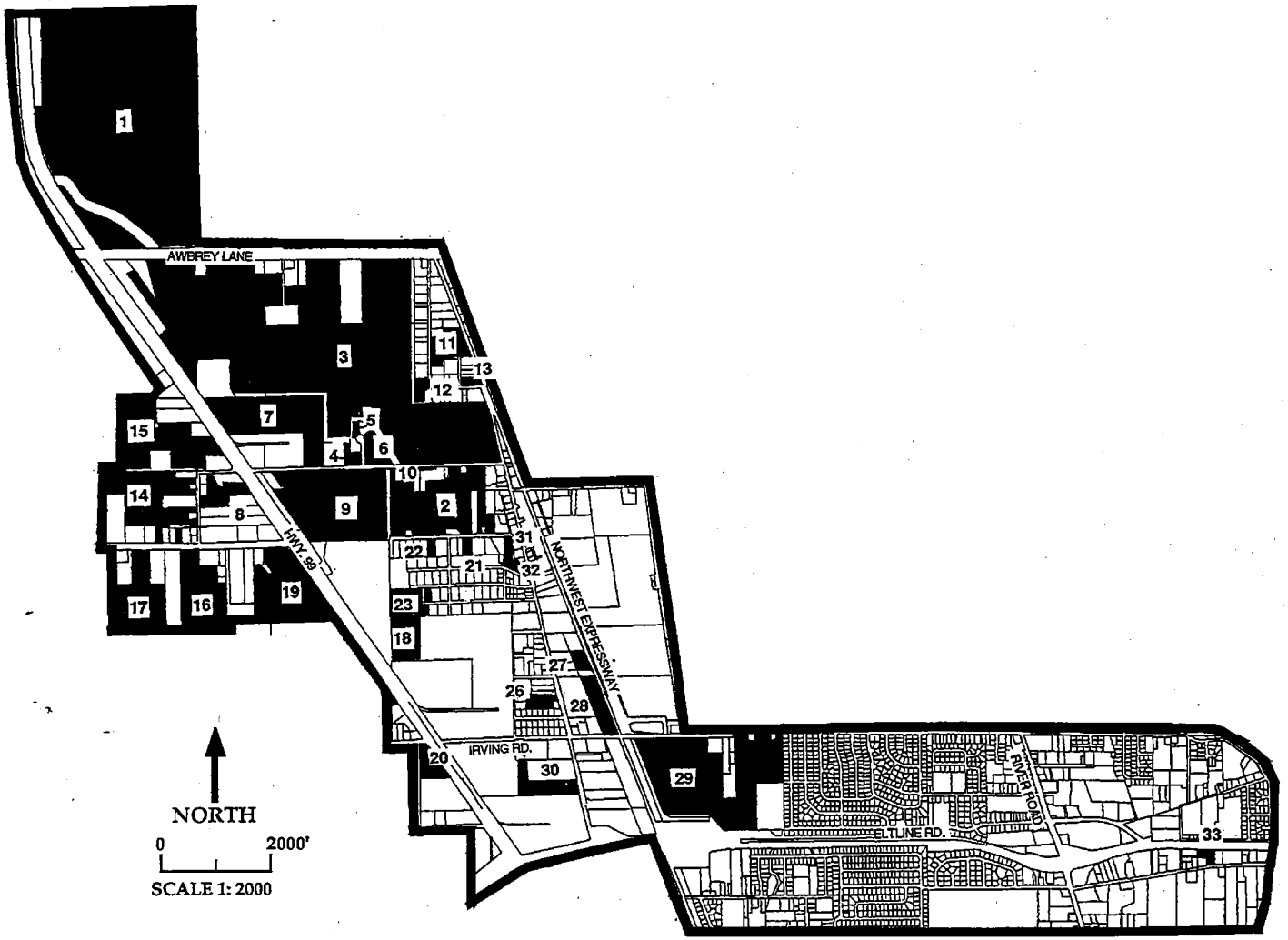
Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

COMPOSITE MAP

#	Sub Region
1	Hwy 99/River Road/Santa Clara
2	West Eugene
3	South Eugene
4	Central University
5	Willakenzie
6	Glenwood
7	West Springfield
8	East Springfield



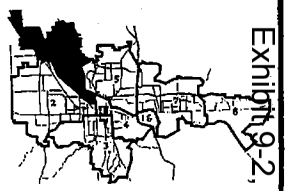


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	2, 3, 5, 6, 8, 10 thru 22, 26 thru 31
Heavy	4, 7, 9
Special Heavy	1
Non-Industrial	23, 32, 33

Vicinity Map

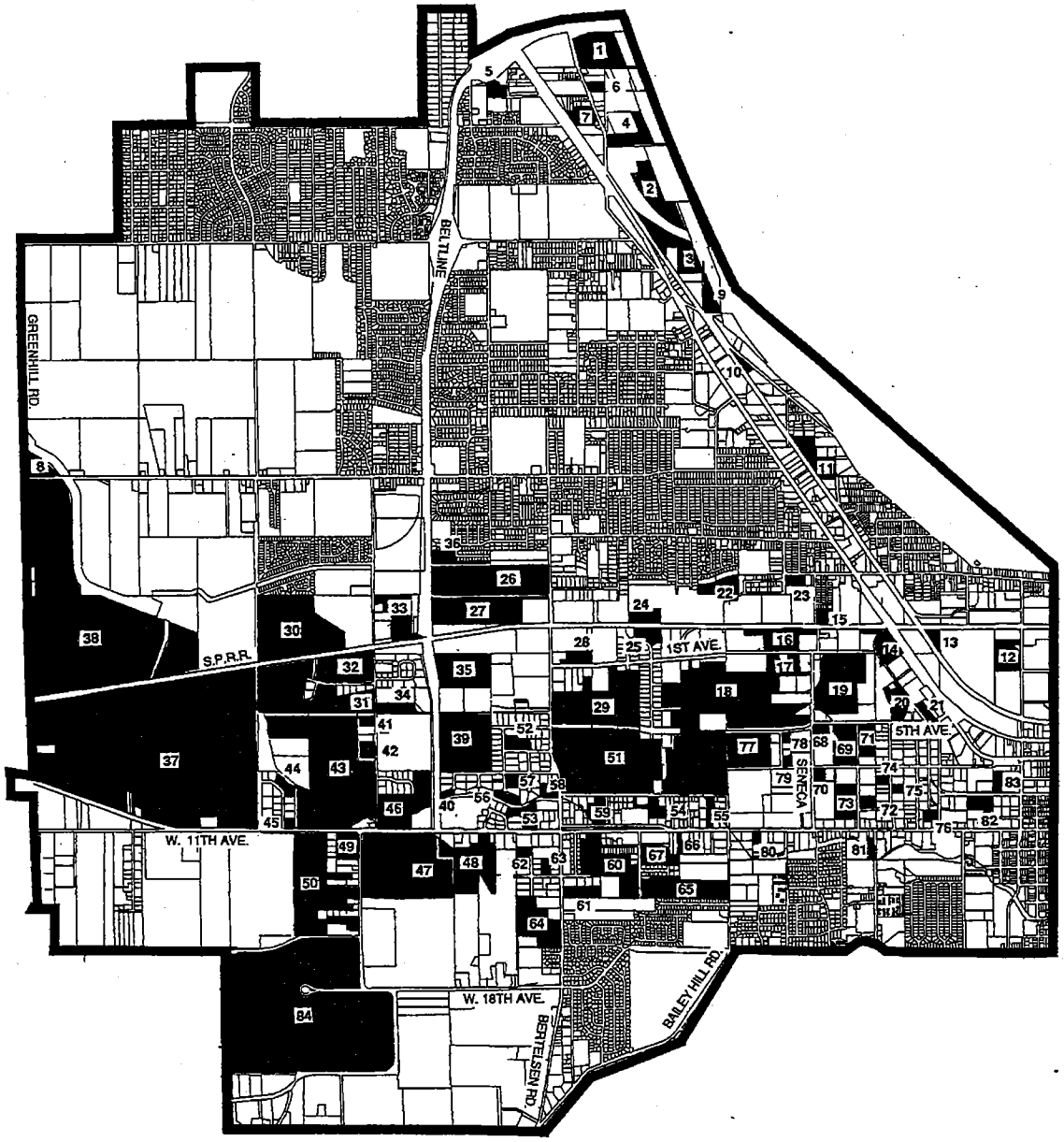


Vacant as of January 1989

Sites in

SUBREGION #1

HWY 99/ RIVER ROAD/SANTA CLARA



NORTH

0 2000'

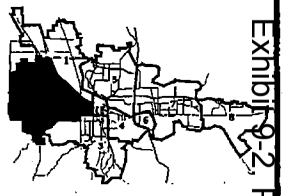
SCALE 1: 2000

Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	1 thru 3, 6, 8, 15, 18, 22 thru 26, 28, 31 34 thru 36, 38 thru 42, 45 thru 47, 49 thru 65, 67 thru 79, 82, 83
Special Light	37, 43, 44, 84
Heavy	4, 7, 9, 10, 12 thru 14, 16, 17, 19 thru 21, 27, 30, 32, 33
Non-Industrial	5, 11, 29, 48, 66, 80, 81
Publicly Owned	9, 40, 56, 77 thru 79

Vicinity Map



Vacant as of January 1989

Sites in

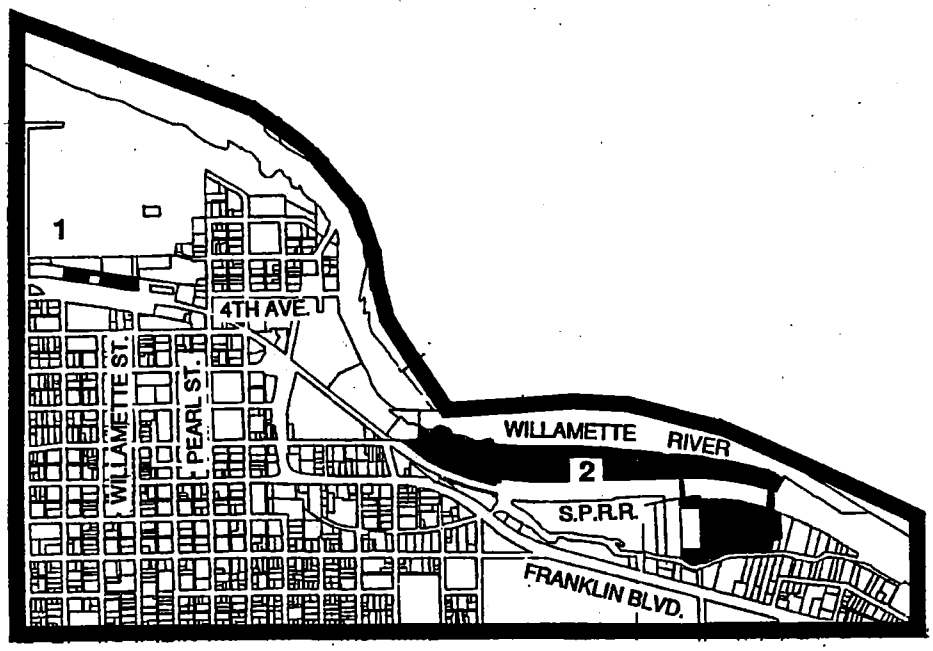
SUBREGION #2

WEST EUGENE

Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Mixed/University	1, 2

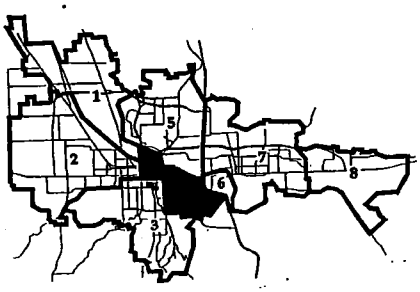


NORTH

0 2000'

SCALE 1: 2000

Vicinity Map

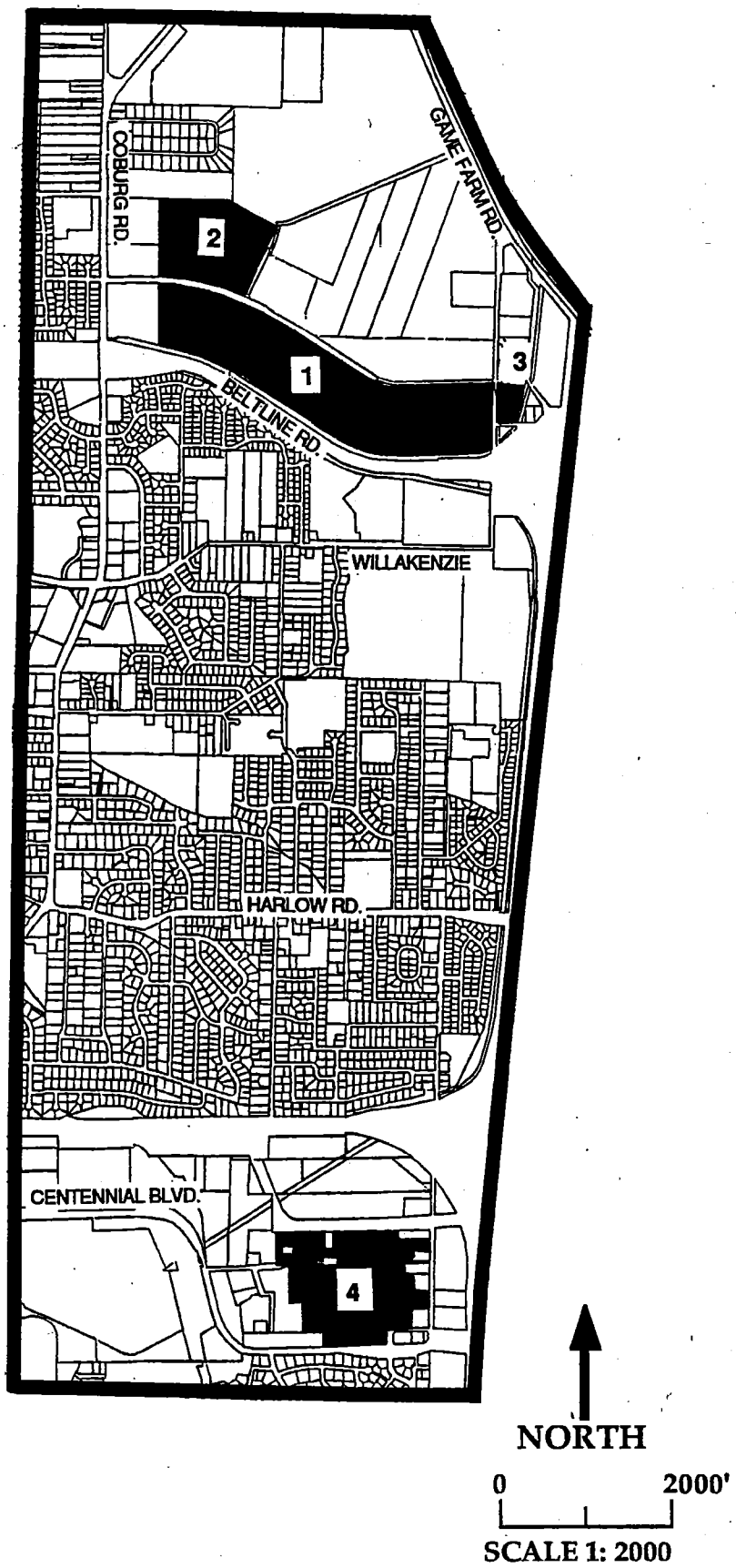


Vacant as of January 1989

Sites in

SUBREGION #4

CENTRAL UNIVERSITY

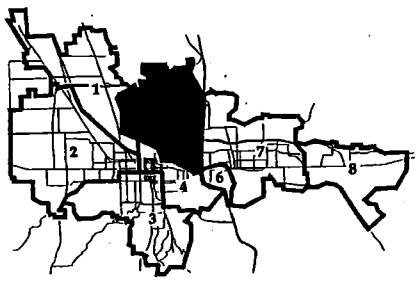


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	4
Special Light	1 thru 3

Vicinity Map

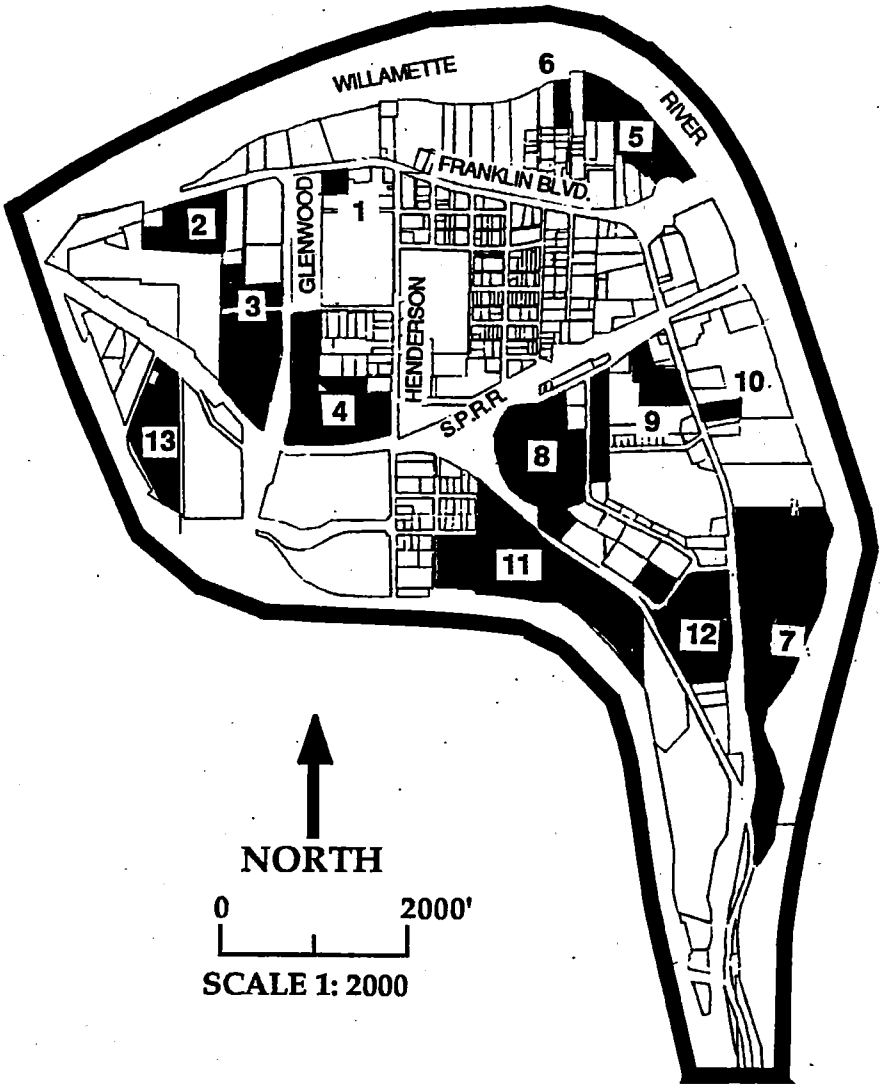


Vacant as of January 1989

Sites in

SUBREGION #5

WILLAKENZIE

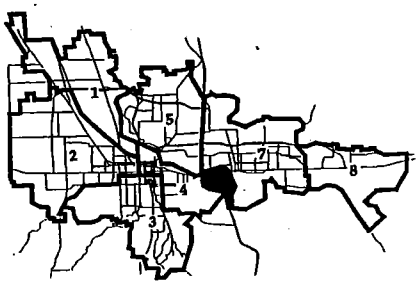


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	2 thru 4, 8, 9, 11, 12
Non Industrial	1, 5 thru 7, 10, 13

Vicinity Map

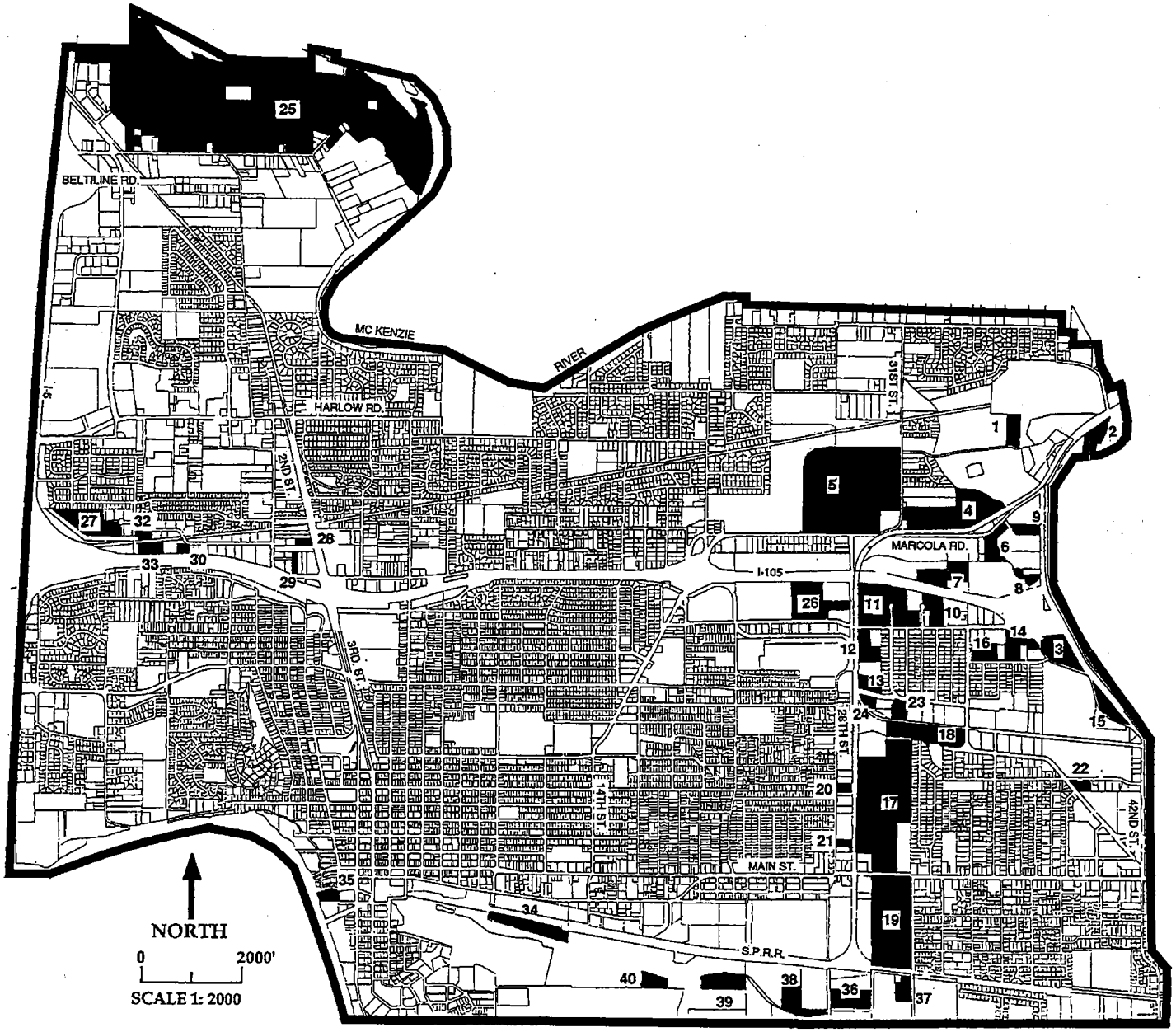


Vacant as of January 1989

Sites in

SUBREGION #6

GLENWOOD

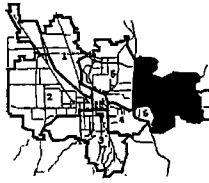


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	5, 26 thru 30, 32, 33, 35, 37, 38
Special Light	5, 25
Heavy	3, 4, 6 thru 19, 22 thru 24, 34, 39, 40
Non Industrial	1, 2, 20, 21, 36

Vicinity Map

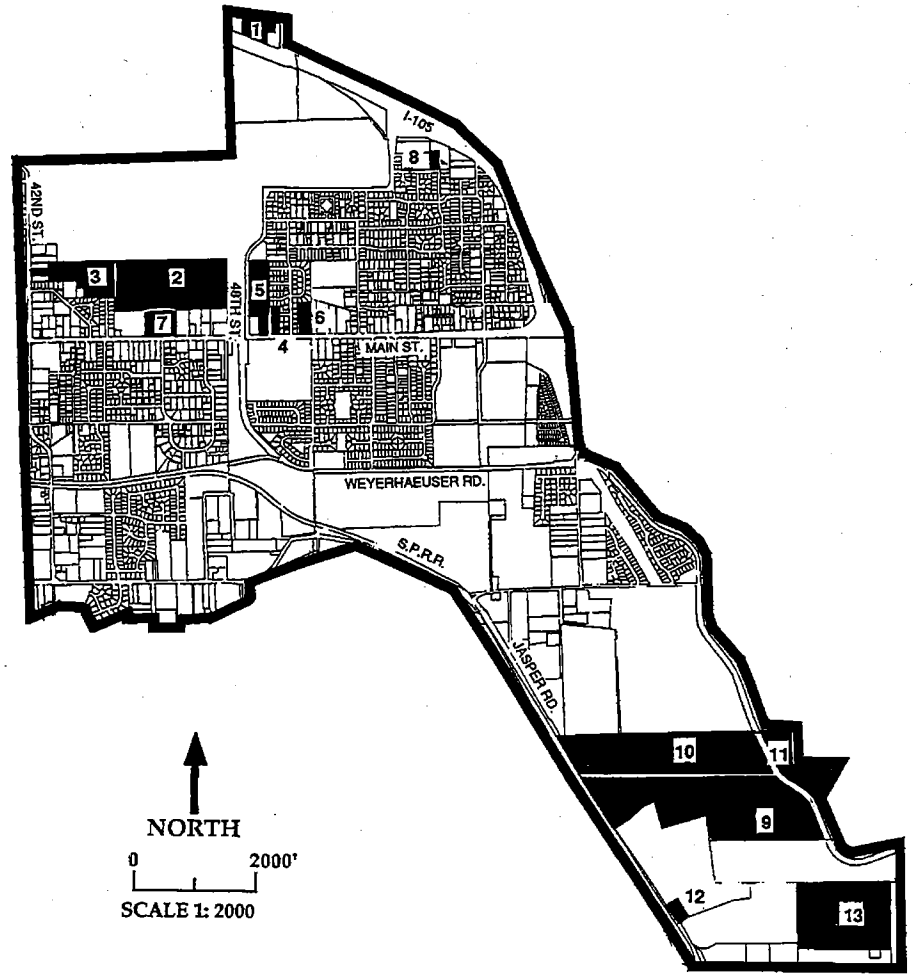


Vacant as of January 1989

Sites in

SUBREGION #7

WEST SPRINGFIELD

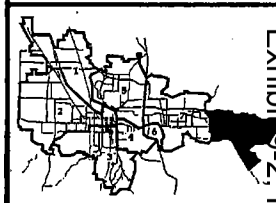


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	5, 7, 9, 10, 11, 13
Heavy	1, 2, 3
Special Heavy	12
Mixed/University	4, 6
Non Industrial	8
Publicly Owned	5

Vicinity Map

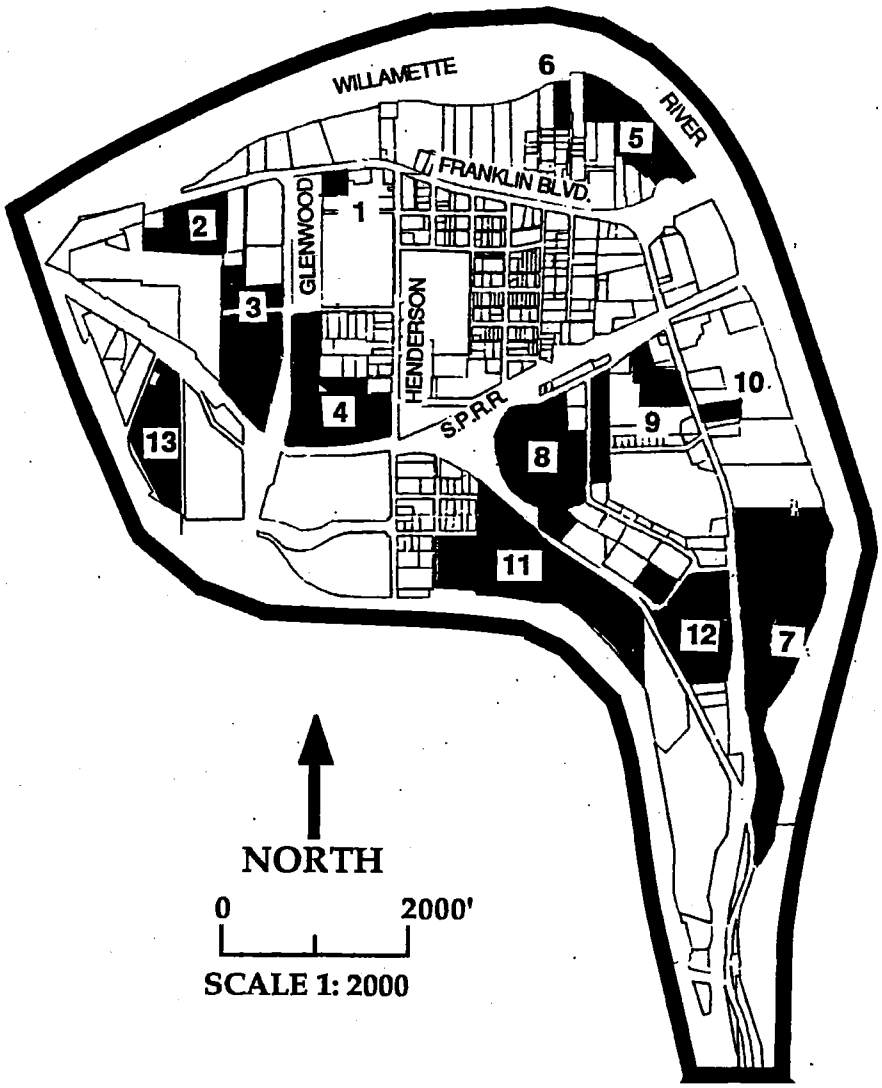


Vacant as of January 1989

Sites in

SUBREGION #8

EAST SPRINGFIELD

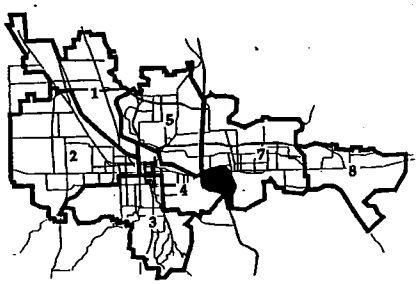


Metropolitan

INDUSTRIAL LANDS SPECIAL STUDY

Plan Designation	*Site # 's*
Light Medium	2 thru 4, 8, 9, 11, 12
Non Industrial	1, 5 thru 7, 10, 13

Vicinity Map



Vacant as of January 1989

Sites in

SUBREGION #6

GLENWOOD

Springfield Commercial Lands Study

City of Springfield
Development Services Department

February 2000

The Springfield Commercial Lands Study was initiated in 1995. The Study was conducted by Springfield Development Services Staff with the guidance of a Citizen Advisory Committee.

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Blake Hastings, Emerald Property Investments
Lyle Hatfield, Springfield City Council Representative
Doug McKay, McKay Investments
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Springfield Commercial Lands Study

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Report Summary

Background

The primary objective of the SCLS is to ensure that Springfield's long-term supply of land available for commercial development is adequate to meet the community's economic development needs in terms of both quantity and quality to the year 2015.

The SCLS was developed within the parameters of state land use laws, the *Eugene-Springfield Metro Area General Plan* (*Metro Plan*), the *Springfield Development Code* and the City's other relevant planning documents and refinement plans. Under Goal 9, local jurisdictions are required to assess community economic potential; include policies in their comprehensive or general plan pertaining to economic development objectives; identify the number of sites and acreage needed in appropriate categories; provide an adequate long-term supply of commercial land; and protect needed sites with appropriate plan designation and zoning.

While an exact figure of commercial acreage will not be "set aside" for future commercial development as a result of this Study, the SCLS contains policies, implementation strategies, and recommended amendments to the *Springfield Development Code* that will help ensure that Springfield has an adequate supply of commercial land. These policies and strategies are based on community objectives and state requirements and were developed by a Citizen Advisory Committee (CAC) comprised primarily of real estate professionals, and representatives of the Springfield Planning Commission and City Council who met regularly throughout the development of the SCLS. The SCLS was developed in accordance with Springfield's adopted citizen involvement program.

The SCLS will assist in providing the citizens of Springfield with the types of commercial development that will be compatible with their neighborhoods and will meet their needs. The Study is developed within the following guiding statement from the Metro Plan:

> "Implicit in the goals and objectives that follow is the premise that the economic health of the area is integrally related to the quality of life for residents. Improved welfare of the residents of the metropolitan area, measured by increases in employment opportunities and reductions in unemployment, increases in real incomes, and improved environmental quality are the ultimate goals of all economic efforts. Economic growth or industrial expansion is acceptable when it is consistent with these goals and objectives." (Metro Plan Economic Element, page III-B-1)

The SCLS is one of eighteen work tasks in the Metro Area's current Periodic Review Work Program, approved by DLCD in 1994.

Summary

The findings of the Springfield Commercial Land Study (SCLS) indicate that Springfield's long term supply of developable commercial land is limited, in terms of both quality and quantity, to meet the projected demand to the year 2015.

To better develop policies and strategies that will assist in providing opportunities for successful commercial development into the future, the project was overseen by a CAC, composed of several professionals from the real estate and development community of Springfield. These professionals are currently active in real estate marketing and commercial land development which affords them a particularly informed understanding of commercial land supply and demand in Springfield.

The committee worked on the study for over four years, evaluating the commercial land inventory site by site, reviewing the population and employment data and subsequent projections for commercial land demand, and analyzing real absorption rates and redevelopment potential. Their recommendations were used as the base for the development of realistic policies and strategies that the City could undertake to preserve and increase the commercial land supply.

Significant Findings

- Statewide Planning Goal 9 requires that the City of Springfield provide an adequate amount of commercial land to meet the projected need for commercial development for the planning period. A detailed supply/demand analysis revealed a need for a minimum of 255 acres of commercial land to the year 2015 based on an absorption rate of 17 acres per year.

  Currently, there are 85 acres of vacant and 12 acres of redevelopable commercial land within the City's UGB, a total of 97 acres.[1]

  Size, location, and service limitations further limit this inventory. Roughly 30 acres are contained in the former Springfield airport site, and over 18 are in unserviced areas of Jasper/Natron and McKenzie/Gateway. The remaining vacant land inventory of 34 acres is in smaller, desegregated sites.

- During the period of August 1995 to early 1999, commercial land in Springfield was developed at a rate of 36 acres per year. This high rate of absorption reflects the rapid growth rate in the State and the Metro Area during this same period.

- Based on comparison with other cities, a figure of 17 acres per year seems reasonable. Although straight comparison is not completely reliable because of varying population growth rates, industry growth rates, and other factors, comparison with other cities does

[1] This figure is based on a 15-year time frame to 2015, the CLS was started in 1995, and was based on a 20-year period to 2015.

provide a rough estimate of a reasonable amount of commercial land to provide into the future.

1. Medford (1997 population 57,610), for example, calculated a need for 16 acres per year, basing their analysis on the past absorption rate of commercial land.

2. Hillsboro (1997 population 58,365) noted the demand for between 10 and 22 acres of commercial land per year in their commercial land analysis.

3. In 1992, the *City of Eugene Commercial Land Study* estimated that 532 acres, roughly 26 acres per year, would be needed to meet the 20-year demand. This figure was based on employee/acre ratios. Eugene (1997 population 129,300) assumed that 25 acres of this demand would be met through infill and redevelopment, primarily occurring close to the downtown area.

4. Bend (1997 population 33,740), in their evaluation of commercial land, estimated that they would need roughly 30 acres per year, based on past absorption rates.

- Redevelopment and infill development is often expensive and problematic for developers, because of existing land use, traffic patterns and infrastructure limitations.

- There are smaller parcels in the City, particularly along Main Street within identified *TransPlan* nodes, that are suitable for infill development or redevelopment; however, development costs of these sites is often prohibitive due to infrastructure and improvement costs, and physical limitations of the lots themselves.

- Although Oregon's rapid growth is expected to level off slightly, the U.S. population continues to move west, attracted by a strong combination of jobs, wages, quality of life, and cost of living. Based on economic trends, the rate of population growth and in-migration are projected to level off, but remain constant in coming years. State and local economic forecasts indicate that decreasing household size, in combination with an aging population, will create a demand for smaller types of housing, which may spur a need for more neighborhood commercial development to serve these residential developments.

  Where undeveloped areas are annexed into the City, commercial areas will be developed to serve these new areas. There is a need for a supply of both larger and smaller sites to provide choice, diversity and economy in the marketplace.

- Both the *Metro Plan* and *TransPlan* stress the implementation of more compact urban development within the Metropolitan Area. Amendments to the Springfield Development Code may need to be adopted to achieve higher density development and to attain infill development in the identified *TransPlan* nodes or other suitable areas of the City.

- High intensity commercial development is difficult to achieve with current SDC requirements for parking. The parking minimums in the Springfield Development Code are high, and parking is expensive and difficult to provide on small sites. Exempt parking in

districts such as Downtown Springfield has been successful, and shared parking lots would help alleviate some of the demand for parking.

- Requirements for surface stormwater detention systems and bioswales, necessary to achieve state and federal regulations to protect water quality, utilize a portion of developable commercial land, which is limited in supply in Springfield's UGB.

- Commercial development in Glenwood is limited to its full potential by service and other unknown constraints, as well as the existing development patterns.

- There are vacant sites that are zoned but not designated in the *Metro Plan* for commercial use, just as there are vacant sites designated for commercial use that do not have commercial zoning, creating uncertainty for developers and delays in the approval process.

- The Major Retail Commercial Zoning District is important to retain the district and designation to protect some of the larger tracts of commercial land.

- The Neighborhood Commercial Zoning District, while intended to provide smaller-scale commercial that meets the needs of neighborhood residents, is not widely used in Springfield. In the past, applications for the NC district have been met with neighborhood opposition because there are no design standards to ensure that the commercial will complement or fit in with the existing neighborhoods.

Significant Recommendations

- The CAC noted that a figure of 255 acres should be a low-end estimate, based upon more recent commercial development activity. Given recent patterns of development, the CAC asserts the vacant land inventory represents no more than a two-year supply, and noted that there is a need for a supply of both larger and smaller sites to provide choice, diversity and economy in the marketplace. Given the current shortage of larger sites, rezoning or annexation may be necessary for this to occur.

- The Committee recommended throughout the course of the completing the SCLS that redevelopable land be considered independently of the vacant land demand. While 62 acres of land within the *TransPlan* nodes meet the criteria in the *TransPlan* for redevelopment, the CAC asserts is unlikely that substantive redevelopment will occur within the scope of this Study. Based on recent trends, the CAC recommends that 20 percent of this amount, 12 acres, be relied on for the purposes of estimating redevelopment during the 15 years.

  It is reasonable to assume that the rate of redevelopment can be stimulated by public policy. Public investment via the CIP process can be used to implement the development of the *TransPlan* nodes by improving infrastructure such as sewer, storm drainage, and pedestrian and traffic safety. It is important, therefore, to adopt City policies and implementation strategies to facilitate redevelopment in designated nodes.

- In addition to the shortfall in the supply of commercial land, the CAC identified a second concern regarding the lack of quality developable parcels. While numeric comparisons are useful to calculate demand, it is also important to evaluate the quality of the remaining sites and the opportunity for quality redevelopment with the expected future demand for various types of commercial development.

- The CAC noted the importance of developing a land use monitoring system to track the sale and absorption of commercial land and to evaluate the success of City policies and strategies in providing land supplies.

- Public investment should be concentrated in areas where redevelopment is suitable, and rezoning recommended where appropriate. In addition, newly developed areas of the city must be planned to accommodate an ample share of commercial land. The UGB will most likely not be substantially expanded within the time frame of this Study, and more demand will be placed on suitable sites for rezoning, redesignating, and for infill development. Incentives for redevelopment will need to be established to ensure that redevelopment is economically feasible, and a process to identify appropriate properties for rezoning and redesignation is adopted.

Key Policies

Policy 1: Maintain at least a five-year supply of commercial land within the Urban Growth Boundary (UGB) that is currently served or readily serviceable with a full range of urban public facilities and services.

Policy 2: Evaluate land use patterns and service-related limitations to commercial development in Glenwood.

Policy 3: Redesignate and rezone portions of industrial land or residential land within identified Employment Center, Neighborhood Center, or Commercial Center nodes to Mixed Use Commercial to achieve the objectives of *TransPlan*, Transportation Planning Rule 12, and to incorporate higher intensity development in conjunction with residential and employment opportunities.

Policy 4: Facilitate redevelopment by adopting a combination of strategies which reduce barriers, streamline the approval process, provide incentives and reduce costs, thereby improving the market for higher intensity redevelopment.

Policy 5: Facilitate the development of small commercial parcels.

Policy 6: Adopt strategies that reduce the amount of commercial land occupied by surface parking.

Policy 7: Facilitate more efficient use of commercial land by allowing on-site methods of stormwater pretreatment that use less of the developable portion of commercial land, within the parameters of state and federal mandates.

Policy 8: Provide greater certainty regarding the development of commercial land by resolving conflicts between the *Metro Plan* designations and local zoning of land planned or zoned for commercial use.

Policy 9-A: Promote development of some large-scale commercial development by designating suitable sites MRC.

Policy 9–B: Identify and rezone smaller parcels with the MRC zoning and plan designation to Community or Neighborhood Commercial on a site-by-site basis. A list of properties with the MRC zoning designation is contained in **Appendix C** of this report.

Policy 10: Adopt design guidelines for the Neighborhood Commercial Zoning District that assures neighborhood compatibility.

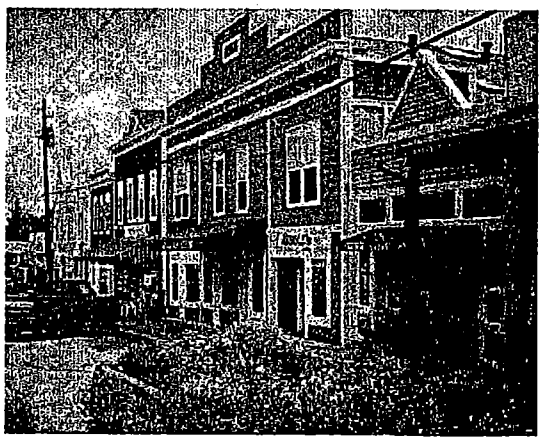
Chapter One: Introduction

Purpose

The purpose of the Springfield Commercial Lands Study (SCLS) is to implement Policy 32 of the *Eugene-Springfield Metro Area General Plan* (*Metro Plan*) and update the commercial buildable lands inventory for the portion of the Metro Area within Springfield's urban growth boundary (UGB). The SCLS will help ensure that Springfield's long-term supply of land available for commercial development is adequate to meet the community's commercial economic development needs in terms of both quantity and quality.

Encouraging redevelopment, particularly in Downtown Springfield, is a high priority for City officials and local interest groups. A combination of factors such as residential growth in suburban areas of Springfield, combined with the negative effects of State Highway 126, which bisects Springfield's downtown, has encouraged new strip commercial development in outlying areas, rather than redevelopment of the downtown core. This development pattern has led to inefficient travel patterns, as residents are continually dependent on their cars to shop, attend school, or go to work.

This problem is not unique to Springfield: The deterioration of downtown districts is so widespread across the State that the Governor has announced the Oregon Livability Initiative, which strives to remedy some of these issues by providing financial incentives for redevelopment and development of mixed-use centers rather than strip development. Additional measures recently implemented on the State level have strived to refocus commercial development in core areas, focusing on redevelopment and infill, and on revitalizing downtown.



The SCLS began in 1995, and was developed within a process that emphasized the following:

- Involvement of interested and affected citizens and groups in the planning process;
- Assessment of the existing commercial lands inventory and the relationship between the projected supply and demand of developable commercial land;
- Evaluation of commercial land and development policy in relation to state law, recent trends, and community goals;
- Identification and adoption of *Metro Plan* text and/or diagram changes, as needed;
- Identification and adoption of Springfield Development Code amendments, as needed; and
- Coordination with, and incorporation of work being completed as part of the *TransPlan* update and other Periodic Review work tasks.

Compliance w/ Goal 9 and Other Applicable State Law

The SCLS was developed within the parameters of State land use laws. Oregon's land use planning system originated in 1973 with the passage of Senate Bill 100, the Oregon Land Use Act, and the subsequent creation of the Land Conservation and Development Commission (LCDC) and its administrative department, the Oregon Department of Land Conservation and Development (DLCD). State land use law requires cities and counties to adopt comprehensive plans and urban growth boundaries (UGBs) to preserve agricultural land, manage growth, prevent urban sprawl and assure the efficient delivery of public services.

The *Metro Plan* is the official long-range general plan (public policy document) for the Eugene-Springfield Metro Area, and like all comprehensive plans in Oregon, the *Metro Plan* must ensure that Eugene and Springfield are in compliance with statewide planning goals and guidelines. The *Metro Plan* provides broad planning policies and coordinates the development of programs to conserve physical resources, to provide public services and facilities, and for development or redevelopment of the Metro Area. These policies are further implemented in the land use regulations of the three jurisdictions: the *Springfield Development Code* (SDC), the *City of Eugene Code*, and the *Lane County Code*. Additionally, a number of "Specific Area Refinement Plans" govern planning in many neighborhoods in Springfield. The SCLS contains recommendations for amendments to these documents in **Chapter Four: Findings, Policies, and Implementation Strategies.**

The *Metro Plan* was adopted in 1982 and approved by LCDC in 1982 and 1984, following an extensive multi-year citizen involvement effort that included more than 4,000 local citizens, and was completed and approved by LCDC in 1987. Comprehensive plans and development codes are kept up-to-date, in compliance with statewide planning goals, and coordinated with the plans and programs of state agencies through Periodic Review. Periodic Review is mandated by State law (ORS 197.633).

In 1983, the Oregon Legislature passed land use legislation requiring the Land Conservation and Development Commission (LCDC) to adopt a method to ensure that local plans provide sufficient land to meet future demand for industrial and commercial development, based upon an analysis of national, state, and local trends. LCDC adopted "Statewide Planning Goal 9: Economic Development" (OAR 660-015-0000(9)) in February 1987. Statutory language for Goal 9 is contained in ORS 197.712(2)(a) – (d).

According to the language in Goal 9, cities and counties in Oregon are to review and, if necessary, amend local comprehensive plans to provide information including the following:

(1) Review of National, State, and Local Trends;
(2) Site Requirements;
(3) Inventory of Industrial and Commercial Lands;[1] and
(4) Assessment of Community Economic Potential.

[1] The Industrial Lands Study for the Metro Area was acknowledged by the State in 1992.

Developers and policy makers can use the SCLS to ensure that the City's guiding documents contain adequate provisions to satisfy the projected demand for commercial land to the year 2015.

The SCLS is one of eighteen work tasks in the Metro Area's current Periodic Review Work Program, and will update the Economic Element of the *Metro Plan*. The overall objective of the SCLS is to contribute to a healthy, stable economy by ensuring that the long-term supply of land available for commercial uses within Springfield's UGB is sufficient to meet the community's projected commercial development needs.

Citizen Involvement

Springfield citizens were involved throughout the process of completing the SCLS. A Citizen Advisory Committee (CAC) met regularly to review and discuss issues regarding the state of Springfield's commercial land. The CAC was mainly representative of commercial real estate developers and representatives of Springfield's Planning Commission and City Council. The CAC met from the beginning of the SCLS in summer, 1995 through the year 1999. The CAC provided valuable input, which was critical to the development of practical, realistic policies and implementation strategies.

Relationship of the SCLS to other Studies and Plans

The SCLS is related to a number of other studies, including the *Residential Lands Study* (RLS), and the *TransPlan*, both completed for the *Metro Plan*ning area. The RLS and *TransPlan* are linked to the SCLS in several ways: The 1992 employment and population projections are consistent through all of these studies, and were used to assist in calculating future demand. Further, these studies support the development of mixed-use, pedestrian friendly districts as opposed to strip mall or "big box" commercial development, and support greater integration of commercial and residential development. By de-emphasizing a traditional separation of uses and integrating mixed use, pedestrian oriented commercial centers in residential areas, more livable neighborhoods can be created.

Relationship to the Residential Lands Study

The RLS, adopted in 1999, recommends policies and implementation strategies to ensure that sufficient residential land and a broad variety of housing types are provided for the projected population of Springfield to the year 2015.

The findings of the RLS indicate that the Metro Area's future population will be comprised of older, less affluent households, with an increase in childless, one- and two- person households. Specifically, the number of households with incomes less than $15,000 and within $30- $49,000 are predicted to increase, indicating that there will be an increased demand for moderate-rent apartments and low-to moderately-priced single family housing in the future. Conversely, the market for higher-end standard and large lot single family housing is expected to experience

slow growth to the year 2015. As noted in the 1996 report by ECONorthwest and Leland Consulting Group, "The direction of the demographics and economics is toward reducing housing cost (in part by reducing land and built space), smaller households, and older households..."

Choices in housing will reflect changing demographics of the local environment. As an older, less affluent population emerges in the next 20 years, commercial development will reflect these changing consumer needs and preferences. Housing, services, and shopping choices will need to be closer together, and within convenient distances to transit choices to accommodate the evolving market.

Relationship to Specific Area Refinement Plans

The City has a number of refinement plans, including the *Downtown Refinement Plan*, the *Q Street Refinement Plan*, the *Gateway Refinement Plan*, the *East Main Refinement Plan*, the East *Kelly Butte Refinement Plan*, the *Mid Springfield Refinement Plan*, and the *Glenwood Refinement Plan* (not adopted as of this writing). These documents refine a long range vision for specific areas in greater detail than the *Metro Plan* can provide, and were developed to provide more specific application of *Metro Plan* policies and site-specific determination of Plan Designations. They also offer the opportunity to examine the area's future public facilities and transportation needs, and to resolve potential conflicts between adjoining land uses.

To implement some of the policies to achieve better commercial development, certain policies from specific refinement plans may have to be amended or deleted. The SCLS recommends several amendments to the various Refinement Plans. These specific amendments are discussed in **Chapter Four: Findings, Policies, and Implementation Strategies.**

The SCLS is also related to several specific area development plans, such as the *Mohawk Conceptual Development Plan* and the *Jasper Natron Specific Area Development Plan*. These studies incorporate principles of "Smart Development", which integrates a mix of uses and supports transit and multi modal transportation choices, consistent with the policies of *TransPlan*.

Relationship to the Industrial Lands Study

The *Metro Area Industrial Lands Study* was completed in 1992. That Study found that on a Metro Wide level, there was enough industrial land designated in the Metro Area to meet the long-term demand. The supply of industrial land is discussed in greater detail in **Chapter Three: Demand Analysis.**

Relationship to *TransPlan*

The Eugene-Springfield Transportation System Plan (*TransPlan*) is a comprehensive planning document that will guide regional transportation system planning in the Metro Area for the next 20 years. At the time of this writing, *TransPlan was undergoing review by local officials (update). TransPlan* presents policies that strive to reduce congestion and auto-dependency, and also contains a list of Capital Improvement Projects for road and bikeway improvements. *TransPlan* advocates the use of a mixed-use development overlay or zoning district to reduce reliance on the automobile, and to create more livable, pedestrian and bicycle-friendly environments.

These mixed-use areas are defined as *nodes* in the *TransPlan,* characterized by a mix of housing types that achieve a higher density, and a combination of commercial, residential, civic, and public open space supported by transit. In the nodes, commercial uses are intended to intensify, and the character of commercial development is proposed to shift from traditional auto-oriented commercial design to more pedestrian and transit-friendly styles. To implement the nodes a new Mixed Use Zoning District and new code language will be adopted in the SDC, and amendments made to the *Metro Plan* where necessary.

The *TransPlan* identifies thirty-nine nodes in the Eugene-Springfield Metro Area. Fourteen of these nodes are located in the Springfield UGB. The three types of nodes are defined in **Figure 1.1.**

These areas will be served by frequent transit service and designed and developed to enhance pedestrian, bicycle, and transit options. The nodal development land use strategy can be applied to partially developed sites, sites with redevelopment or infill potential, and to new growth areas. Three types of nodal developments are described in the *TransPlan*: Commercial nodes, residential nodes, and employment nodes. Application of a Mixed Use Zoning District implements the nodal land use pattern. The Mixed Use District contains design guidelines that ensure that pedestrian amenities are provided with all commercial development through the site review process.

Figure 1.1 Definitions of Nodes

Neighborhood Center- *Primarily residential nodes, but also include a mix of commercial uses that serve the day-to-day needs of neighborhood residents. Housing densities, commercial floor area ratios, building size, and other development standards for these centers ensure a level of activity appropriate for a neighborhood. Typically, the mix of uses in a neighborhood center should be 70-85 percent housing, 5-20 percent commercila core, and 5-10 percent public space. Neighborhood centers must be located along either a planned or existing transit route or major transit corridor.*

Commercial Center- *Locations where concentrations of intensive office, commercial, and higher-density residential development and significant amounts of employment exist and will likely increase. The commercial, civic, and employment uses shall be oriented to serve not only the people living and working in or near the center, but also the broader community. Commercial centers must be located on existing or planned transit routes with a ten-minute frequency of service. Typically, the mix of uses would be 20-70 percent commercial and employment, 15-65 percent housing, and 5-15 percent public parks or plazas. Housing primarily .would be available in multiple-family structures with some duplex and single-family structures. Commercial floor area ratios would be higher.*

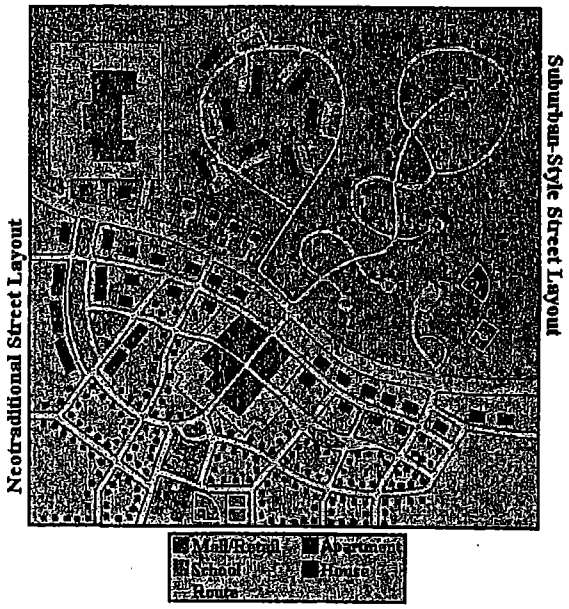
Employment Center- *Areas that contain concentrations of light industrial, office, and/or institutional uses. These areas will include access for people and freight movement and a variety of services for the employees who work, shop, and live in or near the center. Generally, the mix of uses in employment centers would be 60-85 percent employment and commercial services, 10-30 percent housing, and 5-10 percent public space. Housing in these centers typically would be limited to multiple-family structures. Commercial retail and service activities shall be oriented to serve the day-to-day needs of employees working in or near the center.*

Source: Draft TransPlan, LCOG, 1998

A map of the proposed *TransPlan* nodes with the remaining vacant commercial sites is located on Page 7-A of this report.

Significance of the Transportation Planning Rule

In 1991, the State took a proactive approach to addressing the relationship between land use and transportation by adopting the Transportation Planning Rule 12 (TPR), OAR 660-012-045. Through the implementation of TPR policies, state agencies have endeavored to revive depressed downtown cores by mandating the implementation of local land use regulations that encourage transit, bicycling, and pedestrian access in areas that exhibit a linear, auto-dependent land use pattern.



Historically, the success of a retail commercial business was thought to be dependent entirely on the accessibility to the business by the automobile. State mandates to reduce reliance on the automobile may change the design of commercial development to be more pedestrian accessible and de-emphasize the dominance of autos in site development. Locations traditionally sought after for commercial businesses may also change. Developers of commercial property maintain that successful commercial sites must be located along arterials or collectors, and must have ample, visible parking between the building and the street. As a result, commercial zoning has historically tended to stretch along established highways and well-traveled streets, contributing to a pattern of linear, disjointed development, creating traffic congestion and hazards. However, changes in land use regulations as mandated by the State stress the importance of compact, nodal development that may actually reduce congestion, improve access, and provide pedestrian safety.

The TPR requires that local governments amend their land use regulations and implement policies designed to reduce reliance on the automobile. Transportation systems must be planned to support a pattern of travel and land use that minimizes air pollution, traffic, and the associated livability problems characteristic of many growing urban areas. The City has been active in implementing the provisions of the TPR since its adoption through the site review process, and through various specific area plans that emphasize pedestrian and multi modal transportation choices. The implementation of the *TransPlan* will assist in increasing the intensity of uses within the identified nodes.

To achieve the development patterns mandated by the State, the TPR emphasizes the following strategies:

- Increased residential densities and implementation of minimum residential densities within ¼ mile of transit lines, major regional employment areas and major regional retail shopping areas;
- Increased densities and minimum floor area ratios in new commercial office and retail developments;
- Implementation of parking maximums for office and institutional developments;
- Designation of lands for neighborhood shopping centers within convenient walking and cycling distance of residential areas;
- Designation of land uses to provide a better balance between jobs and housing.

Study Scope/ Contents

The SCLS is an evaluation of the commercial development issues within Springfield's UBG. **Chapter One: Introduction** describes the Study and its purpose, contents, it relevance to Statewide Planning Goal 9 and other plans, and the citizen involvement process used to complete the SCLS. **Chapter Two: Supply of Commercial Land in Springfield**, evaluates the inventory of developable commercial sites. **Chapter Three: Demand Analysis**, describes the methods used for calculating the demand to the year 2015 and the issues surrounding the demand for commercial land. **Chapter Four: Findings, Policies, And Implementation Strategies**, includes a list of City policies and regulations that influence commercial development and presents recommended changes or amendments to the City's guiding documents. In addition, there are three Appendices: **Appendix A: Vacant Land Inventory Methodology**, **Appendix B: Detailed Employment Projections**, and **Appendix C: Sites with Plan/ Zone Conflicts.**

Chapter Two: Supply Of Commercial Land In Springfield

Introduction

The purpose of this chapter is to evaluate the supply of buildable commercial land in the Springfield UGB, and determine whether there are enough commercial sites designated to meet the projected demand to the year 2015.

There is a shortage of suitable commercial sites within the Springfield UGB to meet the long-term demand for commercial land, as indicated by the vacant commercial land inventory and the demand analysis, which follows this chapter. There were basically two phases involved in creating the vacant land inventory.

The first phase was completed in 1995, and was based on an existing GIS database compiled by Lane Council of Governments (LCOG). To assure the accuracy of this inventory, Staff field checked all vacant commercial sites larger than 0.5 acres to determine the current development status (vacant or developed), and to record information of constraints to evaluate the quality of the sites. The inventory was adjusted and changes incorporated where necessary, based on the findings of the fieldwork. At the time this inventory was completed, there were approximately 211 vacant acres of commercially-designated land in the UGB. This methodology is discussed in greater detail in **Appendix A: Vacant Land Inventory Methodology.**

> *... during the 3½ year period from 1995 to 1999, the vacant commercial land inventory had been reduced from 211 to approximately 85 acres, a rate of 36 acres per year.*

The second phase in developing an inventory was completed in January 1999. Although the SCLS was begun in 1995, lack of funding necessitated a year-long break in the project, and it was resumed in late 1998. To ensure the accuracy of the inventory, all sites included in the 1995 inventory were revisited to determine which sites had been developed. This field work indicates that during the 3½ year period from 1995 to 1999, the vacant commercial land inventory had been reduced from 211 to approximately 85 vacant acres, and that roughly 30 of these acres were contained in the former Springfield Airport site.

In addition to the commercial land in the vacant land inventory, an additional 12 acres were determined to be feasibly redevelopable during the time frame of this Study. Statewide Planning Goal 9 requires that local jurisdictions evaluate land suited for redevelopment and include this land in their commercial land inventory. A common method to determine properties that are suited for redevelopment is to compare the improvement value of the tax lot to the land value. Where the lot is developed, and the improvement value is less than the value of the lot, or where the improvement value per acre of the tax lot is less than or equal to $100,000, the parcel is considered redevelopable.[2] However, this method is somewhat problematic in Springfield, and is addressed in greater detail later in this chapter.

[2] This methodology was used in the *TransPlan* and the *Residential Lands Study* to determine redevelopable land.

As discussed in **Chapter Three: Demand Analysis**, there is a lack of suitable sites to meet the long term need for commercial land. Potentially, this shortfall can result in greater competition and increased prices for commercial land, and can impede the potential for healthy economic development, as businesses and retail are forced to locate outside Springfield due to a lack of suitable sites. Policies and implementation strategies to help provide a greater supply of developable commercial land are discussed in **Chapter Four.**

This chapter discusses the constraints and serviceability analysis, a summary of changes to the 1995 inventory, the findings of the vacant land inventory, an inventory of redevelopable land, and contains a general discussion of the quality of commercial sites in the UGB, setting the framework for the demand analysis.

Development Constraints Analysis

A number of the sites originally included in the commercial land inventory have constraints that preclude their full development. Springfield's UGB lies within both the McKenzie River and Willamette River basins, and is characterized by open agricultural, riverine, and forested lands along with urban development. The topography of Springfield consists of flat areas, with steeper slopes along the southern border of the UGB. There are a number of sites in the original inventory that exhibit constraints to development such as wetlands, riparian areas, or steep slopes. The 1995 vacant land inventory was adjusted to reflect the constrained acreage.

In order to evaluate a vacant sites' quality, or readiness for commercial development, an analysis of constraints was conducted for each site included in the inventory. In the analysis, the presence and impact of the following constraints to development were recorded:

- Major Power Transmission Lines: Including existing SUB, and BPA 115KV and 225 KV line easements and planned facilities;
- Hazardous Wastes: As indicated on the DEQ Environmental Cleanup Site Information System list and Leaky Underground Storage Tank List;
- Slopes Over 15 Percent: As indicated on City of Springfield topography maps;
- Inadequate Lot Size: Lots less than 6,000 sq. ft. in size (min. required by the SDC) or less than 75 ft. in depth;
- Poor Visibility: Not visible from an arterial, site is not adjacent to a road, or site is a panhandle;
- Inadequate Access: Corner lots having less than 200 ft. frontage on an arterial, less than 100 ft. on a collector, less than 75 ft. frontage on a local street, site is a panhandle, not accessible from a street, or poses a safety hazard;
- Hydric soils;
- Unstable soils;
- Willamette River Greenway and Greenway Setback;
- Floodway and/ or floodway fringe;
- Wellhead zone of influence;
- Wetlands: as indicated on the accepted City of Springfield Wetlands Inventory
- Other potentially regulated natural resource sites; and
- Plan/ zone conflicts.

Table 2-1 illustrates th[3]e type of constraint and frequency of type of constraint to development for the sites inventoried. Thirty of the sites had no constraints. The most prevalent constraint was poor visibility, exhibited in 46 of the sites inventoried. This constraint analysis was completed for the original 1995 commercial land inventory.

Table 2-1. Type of Constraint and Frequency of Type of Constraint to Development

Physical Constraint	*Number of Tax Lots With Specific Constraint*
None	30
Major Power Trans. Line	5
Developed	20
Wetlands	13
Hazardous Wastes	4
Inadequate Lot Size	2
Poor Visibility	46
Inadequate Access	14
Planned for Public Use	4
Steep Slopes	1
Stormwater (long term)	14
Sanitary Sewer (long term)	11
Water	4

Source: Springfield Vacant Lands Inventory, August 1995

Serviceability Analysis

Statewide Planning Goal 9 requires that commercial land studies assess the serviceability of commercial sites, and that barriers to water, storm sewer, and sanitary sewer services in the short and long term planning horizons are identified. For each of the sites included in the vacant lands inventory, the existing services were identified, and where a lack of services existed, it was noted as a constraint to full development. The results of the analysis contribute to a realistic assessment of the developable vacant commercial acreage.

The following services were examined to evaluate the serviceability of each vacant commercial site:

Stormwater: The City's stormwater system has some capacity limitations in certain areas. In general, runoff from sites may require greater pretreatment and pollutant filtration systems, due to the impacts of the Endangered Species Act (ESA) and the National Pollutant Discharge Elimination System Program (NPDES). The City is investigating pretreatment methods, such as underground vaults and biofilters that will preserve a site's buildable acreage, and still comply with the requirements of the ESA and the NPDES.

[3] This constraints table should be updated every few years to reflect an accurate inventory of constraints.

To evaluate the serviceability of a commercial site, those that are connected to the stormwater system, or those that have services immediately available are considered serviceable in the short term. Sites that can be connected to a facility are considered serviceable in the medium term, between 1 to 6 years. Sites that require major infrastructure modifications are considered serviceable in the long term, between 7 and 20 years.

Sanitary Sewer: The City's sanitary sewer capacity is generally adequate to serve the projected need during the period to 2015. There are undeveloped areas outside the City limits that are currently not served with sanitary sewer, which are considered serviceable in the long term, between 7 and 20 years. Sites that are connected to the system, or where services are immediately available are considered serviceable in the short term. Sites that can be connected to a facility are considered serviceable in the medium term, between 1 to 6 years.

Water: SUB and Rainbow Water District were consulted regarding the availability of water services. All sites have the potential to be served with water. Sites adjacent to water lines are considered serviceable in the short term. Sites not adjacent to existing water lines and those that would require extensions are considered serviceable in the medium term. The City's water system has an adequate supply of water to serve projected needs to the year 2015.

Table 2-2 illustrates the number of sites that can be served in the short (immediately available), medium (1-6 years), and long term (7 to 20 years) planning horizon. Most of the sites in the vacant land inventory can be served in the short term, yet there are some with constraints, primarily with respect to provision of adequate sanitary sewer.

Table 2-2. Summary of Serviceability of Commercial Land, City of Springfield, 1995

Facility	*Short Term (Immediate)*	*Medium Term (1-6 Years)*	*Long Term (7-20 Years)*
Stormwater	89	7	1
Sanitary Sewer	79	14	4
Water	92	5	-

Source: Springfield Commercial Land Inventory, 1995

Vacant Land Inventory Changes Since 1995

When the original inventory of vacant commercial land was compiled and field visits conducted in August 1995, there were approximately 211 acres of developable commercial land in the UGB. Since that time, approximately 126 acres have been developed.

Table 2-3 contains a list of the remaining commercial sites in the UGB, as of February 1999. As illustrated, the remaining developable commercial sites are limited. Site 1041, the former Springfield Airport site, contains over one-third of the vacant commercial land inventory, 30.85 acres. Over fifteen acres of the larger parcels of vacant commercial land are in the Jasper/ Natron area, and 3 acres are within the McKenzie/Gateway "floating node", which will not be

readily serviced with sewer in the short or medium term. **Subtracting the Springfield Airport site and the sites in the Jasper/ Natron, McKenzie/ Gateway areas leaves approximately 34 acres of vacant, readily developable, commercial land.**

Table 2-3. Vacant Commercial Land, City of Springfield. Revised February 1999

			Service Availability*				
Site Number	Acreage Available	General Location	Storm Water	Sewer	Water	TransPlan Node	Metro Plan Designation
1004	5.00	Gateway/Hutton & Kruse	S	S	S	NA	C
1006	1.41	Doubletree/ Gateway area	S	S	S	NA	C
1017	2.00	Les Schwab/ Harlow Road	S	S	S		
1019	2.35	7-Eleven/Laura & Harlow Road	S	M	S	7D	C
1020	2.97	Sports Way area	S	S	S	Near 7A	C
1027	0.34	Laura & S Streets	M	M	S	NA	C
1028	0.33	Laura & S Streets	M	M	S	NA	C
1029	0.33	Laura & S Streets	M	M	S	NA	C
1041	30.85	Former Airport, 28th and Olympic	S	M	S	Near 9A	MRC
1042	3.24	Near Olympic and 18th St.	S	S	S	Near 9A	MRC
1048	0.88	17th and South A Streets	S	S	S	9B	C
1049	0.66	14th and South A frontage	S	S	S	9B	C
1050	0.61	South A and 12th Streets	S	S	S	8B	C/MDR
1052	2.14	32nd & Main Streets	M	M	S	9C	C
1056	0.97	Off 32nd behind Les Schwab Tire	S	S	S	Near 9C	C
1059	0.51	36th & Main Streets	S	S	S	NA	C
1063	0.92	42nd & Main Streets	S	S	S	9D	C
1064	1.00	Near 42nd and Main Streets	S	S	S	9D	C
1069	0.96	SW corner of 42nd and Main Streets	S	S	S	9D	C
1071	5.9	Jasper Road, across from store	S	S	M	NA	C
1073	0.67	Near 46th and Main Streets	S	S	S	NA	C
1074	0.92	S. Main, across from Factory Restaurant	S	S	S	9D	C
1075	1.00	39th & Main Streets	S	S	S	9F	C
1078	0.54	52nd & Main Streets	S	S	S	NA	C
1085	3.82	Jasper Natron	M	L	M	9H	C
1086	4.38	Jasper Natron	M	L	M	9H	C
1087	7.42	Jasper Natron	M	L	M	9I	C/MDR
	3.0	"Floating Node" in McKenzie Gateway	M	M	M	7B	MDR
Total	85.12						

Revised February 25, 1999

*Can be serviced in the short term, medium term, or long term.
"S" Short- Immediately serviceable
"M" Medium- Service can be provided in 1-6 years.
"L" Long- Services not anticipated in the near future, 7-20 years out.

As shown in the updated Vacant Land Inventory, during the 3½ year period between August 1995 and January 1999, the rate of absorption of commercial land was high. The acreage developed during this period was 126 acres, an average of 36 acres per year. To forecast the demand for commercial land into the future, Staff researched historical absorption rates during the period of 1985 to 1999. The following is a summary of the research:

- During the nine-year period between 1985 to 1994, 116.9 acres of commercial land were developed, an average of roughly thirteen acres per year.
- During the 3½ year period from 1995 to 1999, roughly 126 acres were developed, an average of 36 acres per year.
- The total commercial acreage developed between 1985 to 1999 was 243.9 acres, an average of over 17 acres per year.

These findings are discussed in greater detail in **Chapter Three: Demand Analysis**, and were used to develop an estimate of the acreage necessary to meet the future demand for commercial land to the year 2015.

Benefits and Barriers to Redevelopment

Statewide Planning Goal 9 requires that commercial land studies include an inventory of redevelopable commercial land in the total developable commercial land inventory. Redevelopment can enhance and revitalize depressed older neighborhoods, focus development in core areas, and can preserve land while accommodating growth. However, there are significant barriers that often make redevelopment more expensive than new construction. Often, sites that seem to have potential for redevelopment are limited by their locations or by infrastructure deficiencies. The CAC provided guidance to assess some of the hurdles associated with redevelopment, discussed below. A summary of these issues is provided in **Figure 2.1.**

Figure 2.1. Issues Associated with Redevelopment. In Springfield

➢ *Many properties, especially those along Main St., appear to be redevelopable but are generating rent from long-term leases on properties that were fully paid off years ago. For these property owners, there is no incentive to tackle the hurdles associated with redevelopment.*

➢ *The parking minimums in SDC Section 18.070, Off Street Parking Requirements, are high, and parking is expensive and difficult to provide on smaller sites. Exempt parking in districts in conjunction with public parking and private pay parking lots such as Downtown Springfield has been successful, and may work in other areas of the City, as would parking reductions in all CC districts. The City may have to invest in public-private partnerships that establish parking garages in areas targeted for higher-intensity development.*

➢ *The City may need to amend the SDC to establish landscape, setback, and other site standards specific to smaller lots.*

➢ *Street and drainage in some areas suited to redevelopment are deficient and need to be addressed before more intensive development can occur. Specific areas of the City may need to be targeted for public improvements where redevelopment is suited, the approval process may need to be streamlined, or incentives that reduce costs to developers implemented, to encourage redevelopment.*

1. Many of the properties in Springfield, particularly those along Main St., may appear to be redevelopable. However, the CAC found that in many instances, properties that seemed suited for redevelopment are in fact generating rent from long-term leases were fully paid off years ago. For these property owners, there is no incentive to tackle the hurdles associated with redevelopment.

2. SDC Section 18.070, Off Street Parking Requirements, works contrary to promoting high intensity commercial redevelopment. The parking minimums in the SDC are high, and parking is expensive and difficult to provide on smaller sites. Per the SDC, one parking space per every 300 square feet of floor area is required for most commercial uses. Using this figure, a 6,000 square foot retail sale building is required to provide twenty off-street parking spaces. For restaurants, one off-street parking space for every 100 square feet of floor area is required by the SDC, generating a requirement of 30 off-street spaces for a 3,000 square foot restaurant. Exempt parking in districts in conjunction with public parking and private pay parking lots such as Downtown Springfield has been successful. Such strategies in other areas of the City would help alleviate some of the demand for parking, as would reducing parking requirements in all CC districts. In the City's new Mixed Use Zoning District, there are no parking minimums proposed for commercial uses.

3. Conversely, many developers feel that parking is one of the most important components to a successful business. Often, more than the minimum parking required is provided, giving rise to the "sea of parking" characteristic of many commercial districts. To address this problem, the City may have to invest in public-private partnerships that establish parking garages in areas targeted for higher-intensity development, implement parking maximums, or implement disincentives for providing excessive parking.

4. In addition to parking standards, the City may need to amend the SDC to establish landscape, setback, and other site standards specific to smaller lots. Specific areas of the City may need to be targeted for public improvements where redevelopment is suited. In these targeted areas, the approval process may need to be streamlined or incentives that reduce costs to developers implemented, to encourage the type of redevelopment optimal for the City.

   Another strategy other cities have used to encourage efficient use of sites are Floor Area Ratios (FARs) or building coverage standards, where a ratio of the lot size to the building size must be attained, encouraging greater flexibility in placement of buildings and in use of land. Parking reductions or FARs could be adopted in areas identified for *TransPlan* nodes.

5. The development of infill lots or smaller sites is often not financially feasible given the costs of development in relation to the future income generated. To achieve smaller-scale commercial development, the City must encourage it by offering financial incentives for redevelopment, and by removing barriers in the SDC for the development of smaller lots.

6. Street and drainage deficiencies in some of the areas suited to redevelopment are prohibitive to establishing the optimal land use pattern.

Specific policies and implementation strategies addressing these issues are included in **Chapter Four: Findings, Policies, and Implementation Strategies.**

Inventory of Redevelopable Land

In the *TransPlan*, the methodology to evaluate the redevelopment potential of commercial land is as follows:

- The site must be non-vacant;
- The improvement value of the tax lot must be less than the land value; or
- The improvement value per acre of the tax lot must be less than or equal to $100,000.

To determine the amount of redevelopable land in the UGB, Staff researched land/improvement values of all commercially-designated and zoned land using the Regional Database maintained by LCOG. Again, when examining ratios of improvement values to land values, it appears that numerous parcels, particularly those along Main St., are redevelopable. Including all of these lots in the redevelopable inventory would provide an unrealistic estimate of the acreage suited to redevelopment in the UGB.

It is more reasonable to expect that redevelopment will occur only after infrastructure issues are resolved by public policy and where public investment via the Capital Improvement Program (CIP) to implement the development of the *TransPlan* nodes. It is important, therefore, to adopt City policies and implementation strategies to facilitate redevelopment, and to develop the remaining vacant commercial land in a manner that best meets the needs of Springfield residents.

> *... Redevelopment will occur only after infrastructure issues are resolved by public policy and where public investment via the Capital Improvement Program process is used to implement the development of the TransPlan nodes. It is important, therefore, to adopt City policies and implementation strategies to facilitate redevelopment, and to develop the remaining vacant commercial land in a manner that best meets the needs of Springfield residents.*

Planning tools such as the Mixed Use Zoning District (not yet adopted) can potentially increase a parcel's marketability by expanding the allowable uses, and therefore be more attractive to a developer. Moreover, successful commercial development within the nodes can have a spin-off effect on prime adjoining parcels, making them more appealing for redevelopment. Areas such as Mohawk Blvd. or Downtown Springfield, where the future LTD Springfield Station will be located, are assumed for the purposes of preparing a redevelopable land inventory to experience most of the redevelopment that will occur within this Study's planning period.

Table 2-4 describes the redevelopable land inventory broken down by *TransPlan* node. Only Neighborhood and Commercial nodes are included, and the inventory includes only nodes that are in developed areas (as opposed to Jasper/Natron). While the Mixed Use Zoning District can potentially reduce the amount of commercial land within the nodes, there is a provision in the district that where residential is developed, the ground floor must be commercial, to preserve the commercial land supply in the nodes. Approximately 62 acres within the proposed nodes fit the criteria used in the *TransPlan* to identify redevelopable parcels.

However, the Committee asserted that market forces influencing commercial land development would not be conducive to stimulating any significant measure of redevelopment within the planning period, and that no more than 20 percent, or 12 of the 62 acres would be redeveloped within the planning period. They recommend that the City promote measures to stimulate redevelopment but note that redevelopment as a significant contributor to the commercial land supply within the planning period of this Study should not be relied upon.

Table 2-4. Redevelopable Land Inventory

Node No.	General Location	Redevelop-able Acres	Constraints	Comments
7D	Harlow/ Gateway	-	Traffic congestion, limits on development because of access issues.	Area does not meet the criteria for redevelopment
8A	Glenwood	N.A.	Availability of services in the short, medium, and long term. State Highway bisects riverfront area. Auto dependent land use patterns are already existing.	Planning process to begin Summer 2000 with TGM Grant for riverfront area.[1]
8B	Downtown Springfield	13.6	Major State Highway bisects downtown; many see parking availability as a constraint.	Future LTD Springfield Station will spur redevelopment; Planning process to begin Summer 2000 with TGM Grant for station surroundings.[2]
9B	12th-17th and Main St.	20.6	State Highway constraints; Strip development pattern already established.	-
9A	Mohawk Blvd.	4.6	Current land uses lend themselves to auto dependency.	Implementation of the Mohawk Boulevard CDP
9D	42nd and Main St.	10.9	Existing land use pattern; Constraints of State Highway system; Narrow lot size and frontage	-
9F	48th and Main St.	9.8	Existing land use pattern; Constraints of State Highway system; Narrow lot size and frontage	-
9G	I-105 and Main St.	2.3	Existing land use pattern; Constraints of State Highway system; Narrow lot size and frontage	The construction of Jasper Rd. extension; Implementation of Jasper/ Natron Plan.
Estimated Redevelopable Acres		61.8		

**Per the TransPlan and Metro Plan formulas*
[1]The City was recently awarded a Transportation Growth Management Grant of $65,000 to establish a land use plan for the Glenwood riverfront that would implement many of the components of the Glenwood Refinement Plan.
[2]The City was recently awarded a Transportation Growth Management Grant of $75,000 to investigate redevelopment opportunities spurred by the new LTD Springfield Station in Downtown Springfield.

Summary

As of January 1999, there were approximately 85 acres of vacant developable commercial land remaining in Springfield's UGB. Of these vacant acres, roughly 30 acres are contained in the former Springfield Airport site, and over 18 acres are within Jasper/Natron and McKenzie Gateway, undeveloped areas that are not readily serviceable. Subtracting these sites leaves a supply of roughly 36 acres, much of which is contained in small sites. The CAC noted that based on recent patterns of development, this supply would meet the City's demand for two

years at best. Notable during the previous 3½ year period during 1995 to early 1999, commercial land in Springfield was developed at a rate of 36 acres per year.

Adding 12 acres of land presumed to be redevelopable, there is currently a supply of 97 commercial acres within Springfield's UGB. This lack of commercial sites may put Springfield at a competitive disadvantage compared to other cities in the region, potentially steering Springfield residents towards shopping at other nearby retail centers.

While extensive redevelopment has not been evidenced over the past planning period, a greater focus on infill strategies will improve the market for redevelopment. It is also important to remember that there is a qualitative component to the Study, aside from the quantitative. For this reason, it is important for the City to aggressively pursue strategies to encourage redevelopment, and to establish policies that ensure more intensive, efficient use of commercial land, and to establish a system for identifying industrial and residential parcels suited for redesignation and rezoning. Current efforts to revitalize downtown Springfield, combined with the lack of vacant commercial land may result in an intensive focus on redevelopment and rehabilitation of older properties in the future.

This evaluation of the supply of commercial land sets the groundwork for **Chapter Three: Demand Analysis.**

Chapter Three: Demand Analysis

Introduction

The purpose of this chapter is to discuss how the supply of commercial land in Springfield contrasts to the forecasted demand to the year 2015. The demand analysis is based on employment forecasts, the past rate of absorption of commercial land, and an analysis of national, state, and local economic trends that impact the future rate of commercial land absorption.

Determining the amount of land necessary to meet the demand for commercial land has important consequences for the City. Underestimating the amount of land necessary to meet future needs can create a shortage of suitable commercial sites and can potentially drive up land prices; alternatively, a shortage of vacant sites can stimulate redevelopment of existing underutilized sites. Overestimating the amount of commercial land can create a surplus, encouraging low intensity, inefficient development patterns.

To determine the demand for commercial land to the year 2015, in early 1999 Springfield Staff researched site review applications from 1985 to 1999, and recorded the acreage of commercial land that had been developed during this 14-year period.[4]

Comparing the historical development pattern of commercial land with the current supply indicates that a shortage exists in Springfield's UGB to meet the forecasted demand.

Summary of the Demand Analysis

- The historical absorption rate of commercial land indicates that a shortage currently exists to meet the City's future demand. Using a rate of 17 acres per year results in a demand for 255 acres per year, and currently, there are 85 acres of vacant and 12 acres of redevelopable commercial land within the City's UGB, a total of 97 acres. [5] (note: this figure is based on a 15 year time frame to 2015, the CLS was started in 1995, and was based on a 20-year period to 2015)

- The CAC noted that a figure of 255 acres should be a low-end estimate, based upon more recent commercial development activity. During the period of 1995 to early 1999, commercial land in Springfield was developed at a rate of 36 acres per year. This high rate of absorption reflects the rapid growth rate in the State and the Metro Area during this same period.

- The CAC recommended throughout the course of the completing the SCLS that redevelopable land be considered independently of the vacant land demand. While 62 acres of land within the *TransPlan* nodes meet the criteria of the *TransPlan* for redevelopment, the

[4] The City's records prior to 1985 are not reliable, and the research went back as far as 1985.
[5] Normally, two methods historical rates of absorption and employee forecast methods are used to

CAC asserts that it is unlikely that substantive redevelopment will occur within the scope of this Study. Based on recent trends, the CAC recommend that 20 percent of this amount, 12 acres, be relied on for the purposes estimating redevelopment during the next 15 years.

It is reasonable to assume that the rate of redevelopment can be stimulated by public policy. Public investment via the CIP process can be used to implement the development of the *TransPlan* nodes by improving infrastructure such as sewer, storm drainage, and pedestrian and traffic safety. It is important, therefore, to adopt City policies and implementation strategies to facilitate redevelopment in designated nodes.

Examining the historical absorption rate of commercial land indicates that a shortage currently exists to meet the City's future demand. Using a rate of 17 acres per year results in a demand for 255 acres per year, and currently there are 85 acres of vacant and 12 acres of redevelopable commercial land within the City's UGB, a total of 97 acres.

- Although Oregon's rapid growth is expected to level off slightly, the U.S. population continues to move west, attracted by a strong combination of jobs, wages, quality of life, and cost of living. Policies and implementation strategies must be adopted in the *Metro Plan* and the SDC to ensure that there will be enough developable commercial land to facilitate Springfield's economic development. Underestimating the amount of commercial land needed to support future growth will hinder Springfield's ability to provide commercial services to future residents of the community.

- Public investment must be concentrated in areas where redevelopment is suitable, and rezoning recommended where appropriate. In addition, newly developed areas of the city must be planned to accommodate an ample share of commercial land. The UGB will most likely not be substantially expanded within the time frame of this Study, and more demand will be placed on suitable sites for rezoning, redesignating, and for infill development. Incentives for redevelopment will most likely need to be established to ensure that redevelopment is economically feasible, and a process to identify appropriate properties for rezoning and redesignation is adopted.

- Based on comparison with other cities, a figure of 17 acres per year seems reasonable. Although straight comparison is not completely reliable because of varying population growth rates, industry growth rates, and other factors, comparison with other cities does provide a rough estimate of a reasonable amount of commercial land to provide into the future.

  1. Medford (1997 population 57,610), for example, calculated a need for 16 acres per year, basing their analysis on the past absorption rate of commercial land.

  2. Hillsboro (1997 population 58,365) noted the demand for between 10 and 22 acres of commercial land per year in their commercial land analysis.

  3. In 1992, the *City of Eugene Commercial Land Study* estimated that 532 acres, roughly 26 acres per year, would be needed to meet the 20-year demand. This figure was based on

employee/acre ratios. Eugene (1997 population 129,300) assumed that 25 of these acres would be met through infill and redevelopment, primarily occurring close to the downtown area.

4. Bend (1997 population 33,740), in their evaluation of commercial land, estimated that they would need roughly 30 acres per year, based on past absorption rates.

- Commercial development is expected to respond to the evolving population in various ways. Based on recent trends, the rate of population growth and in-migration are projected to level off, but remain constant in coming years. Decreasing household size, in combination with an aging population, will create a demand for smaller types of housing. An emphasis on providing residential development will continue, however, this may spur a need for more neighborhood commercial development to serve these residential developments. Where undeveloped areas are annexed into the City, commercial areas will be developed to serve these new areas.

- In addition to the shortfall in the supply of commercial land, there is a second concern regarding the lack of quality developable parcels. While numeric comparisons are useful to calculate demand, it is also important to evaluate the quality of the remaining sites and the opportunity for quality redevelopment with the expected future demand for various types of commercial development.

There are four commercial zoning districts in Springfield, which implement the policies of the *Metro Plan*. These are illustrated below in **Table 3-1**.

Table 3-1. Commercial Zoning Districts in Springfield

Zoning District	Description	Siting Requirements
Neighbor-hood Commercial District	The NC District designates sites up to 3 acres in size to provide day to day commercial needs to support populations up to 4,000 people in size. NC developments should enhance rather than intrude on the character of a neighborhood by using landscaping, building materials and design features that are similar to and in proportion with residential uses. New NC zoning districts on local streets are not allowed to expand beyond 1.5 acres unless the development area abuts a collector or arterial street.	Neighborhood commercial developments are typically within walking or bicycling distance of support populations. Neighborhood centers typically have a 1 ½ -mile radius service area. Sufficient frontage to ensure safe and efficient automobile, pedestrian, and bicycle access without conflict with moving traffic at intersections and along adjacent streets is also important.
Community Commercial District	The CC District is intended to provide for a wide range of retail sales, service and professional office use. This district also includes all existing strip commercial areas. The CC zoning district comprises most of the commercial development in Springfield.	This type of development typically occupies between 5 and 40 acres and has a service area of 3-5 miles. Community commercial developments require access from major arterials and need to be located in close proximity to concentrations of housing.
Major Retail Commercial District	The MRC District is intended for larger shopping areas and for application to large, vacant tracts of CC Community Commercial land that are suitable for the siting of new shopping centers, in which case the development area shall be 20 acres.	This type of development needs to be accessible from freeway interchanges on large vacant tracks of land of at least 20 acres. The service area for regional centers in Metro Areas is 5-10 miles.
General Office District	The GO District is intended to encourage appropriate office development and to implement neighborhood refinement plans.	The district is designed to be a transition zone, providing a buffer between residential and more intensive commercial development at the boundaries of a Community Commercial or Major Retail Commercial designation. A development area of at least one acre is required in the GO Zoning District.

Community commercial development is facilitated through sites that are between 5 and 40 acres in size, and has a service area of 3-5 miles. The vacant land inventory currently contains 4 sites in Springfield that are close to 5 acres (Site #1087, Jasper Natron, 7.42 acres, Site #1086, Jasper Natron, 4.38 acres, and Site #1004, on Hutton and Kruse Way, 5 acres, and Site #1071, Jasper Road, 5.9 acres). Because there will be no additional sites added to the inventory in the near future, it is critical at this time that the City implement policies that encourage and facilitate redevelopment.

The City's *Development Services Department 1999-2006 Strategic Plan* notes that newer commercial areas will be served by smaller-scale, neighborhood commercial development. The NC zoning district is not widely applied in Springfield, however, is feasible for many of the remaining commercial sites or in new developing neighborhoods.

The Major Retail Commercial zoning district is intended to protect large commercial sites. The findings of this Study and the recommendations of the CAC are that there will continue to be a need for larger scale commercial sites within the planning period of this Study. Currently, two areas in the Springfield UGB retain the MRC zoning district and Plan designation. One is the Mohawk Blvd. area, and the other is the former Springfield Airport site.

The *Metro Plan* acknowledges that it is important to retain the MRC zoning district for the Springfield airport site, to protect this large parcel of commercial land.

The Mohawk Specific Development Plan (SDP), however, recommends that the area be rezoned and redesignated to Mixed Use Commercial to facilitate smaller-scale, pedestrian oriented development. Rezoning and redesignation will occur following the implementation of the Mohawk SDP. A list of tax lots with the MRC Zoning District is contained in **Appendix C** of this report.

Industrial Land Study

Redesignation and rezoning were identified as methods to increase the supply of commercial land in Springfield's UGB. However, rezoning essentially reduces the other land use inventories. The CAC expressed a concern that the *Metro Area Industrial Lands Study* (RLS) and the *Residential Land Study* were both completed on a Metro-Wide level, and that these inventories would need to be updated for Springfield alone before any rezoning or redesignation could occur. It is important for the City to develop a land use monitoring system to track the sale and absorption of commercial land and to evaluate the success of City policies and strategies in providing land supplies.

The ILS was completed in 1992. It is important to assess the supply and demand for industrial land in order to identify possible parcels for rezoning to commercial, or to Mixed Use Commercial. A brief summary of the supply and demand for industrial land in the Metro Area, based on the information in the ILS follows. The scope of the SCLS does not provide the opportunity to update the 1992 ILS.

The ILS found there were 4,039 acres of land on 189 sites that were designated or zoned industrial within the Metro-UGB. Of this total inventory, about 3,604 acres on 180 sites were considered buildable, of which approximately 709 acres were contained in Springfield's UGB. This supply exceeds the projected demand of between 650 and 1,172 acres. The 2,432-2,954 acre surplus of buildable land provides a degree of market choice, and was predicted to meet the area's needs through the year 2010. Based on projected employment estimates, the Study showed no need in the future for Heavy Industrial.

The numbers of buildable industrial acres by plan designation are illustrated in **Table 3-2**.

Table 3-2. Number of Buildable Industrial Acres by Plan Designation

Buildable Acres	Heavy	Special Heavy	Light Medium	Special Light	Mixed/ University	Non Industrial	Total
Eugene UGB	254.18	500.41	1230.78	734.52	43.12	132.48	2895.49
Springfield UGB	198.34	0	198.77	255.17	4.22	52.29	708.80
Metro UGB	452.52	500.41	1429.55	989.69	47.34	184.77	3604.29
Unbuildable Acres	4.90	1.79	183.03	211.23	4.62	29.08	434.65
Total Acres	457.42	502.20	1612.58	1200.92	51.96	213.85	4038.93

Source: Metropolitan Industrial Lands Special Study, LCOG, 1992.

While desegregating Springfield's demand for industrial land is difficult because the demand analysis in the ILS was completed on a Metro-Wide level, the Study showed that in 1992, there were roughly 708 vacant acres of industrial land in Springfield's UGB[6].

Although the ILS was completed prior to Sony Disc Manufacturing, which utilized approximately 120 acres of Campus Industrial in 1994, there is nonetheless an adequate supply of industrial land to accommodate the Metro Area's forecasted need. The ILS broke down the Metro Area into specific regions. Those that pertain to Springfield's supply include Glenwood, West Springfield, and East Springfield. **Table 3-3** summarizes the industrial land supply in these three regions.

Table 3-3. Summary of Springfield's Industrial Land Supply, as of 1992

	Industrial Acres	Total Industrial Sites	Constraint Free Sites	Service Availability	Plan/ Zone Conflicts	Percent of Metro Area Supply (Acres)
Glenwood	123	13	4	Lack of storm and sanitary sewer limits development; 12 of the 13 sites are outside City Limits	8 sites have Plan/ Zone Conflicts	7%
West Springfield	627	40	20	Well-served by public improvements; Some sites are within100-year floodplain	3 sites have Plan/ Zone Conflicts	16%
East Springfield	232	13	4	Service availability limited in short-medium term (Jasper/ Natron)	7 sites have Plan/ Zone Conflicts	6%

Source: Metropolitan Industrial Lands Special Study, LCOG, 1992.

Redesignation and rezoning could be used to implement higher intensity development in conjunction with residential and employment opportunities in the identified Employment Center *TransPlan* nodes, to achieve the directives of Transportation Planning Rule 12. Any redesignation or rezone, however, would be dependent on the findings of a traffic analysis, an analysis of the impacts on existing neighborhoods, and an analysis of other associated constraints.

Review of National, State, and Local Trends

In general, national, state, and local trends indicate a need towards a higher-end figure of commercial land to support forecasted continued strong economic growth. Significant implications include the following:

- The Northwest will continue to experience steady growth. Long run population forecasts from the State Office of Economic Analysis (OEA) predict steady population growth at an average annual rate of around 1.1 percent between 1995 and 2015. At this rate, Oregon is expected to grow from 3.1 million in 1995 to nearly 4.1 million by the year 2015. The

[6] This figure includes unbuildable land. A desegregation of Springfield's unbuildable and buildable land from the Metro Area figure was not completed in the ILS.

Willamette Valley has grown by over 1.7 percent a year since 1986. Although in-migration to Oregon is expected to level off, the U.S. population continues to move west, attracted by a strong combination of jobs, wages, quality of life, and cost of living. Population growth increases the demand for housing and employment in population-dependent sectors such as retail sales and health services.

- Although growth rates are expected to remain even across Oregon, the Willamette Valley and Central Oregon are expected to grow at a faster rate than the State as a whole. An emphasis on providing residential development will continue, however, this may spur a need for more neighborhood commercial development to serve these residential developments (Strategic Plan).

- The long-run economic forces have and will have continued impacts on growth in the metropolitan areas of Oregon. In particular, economic spin offs favor metropolitan employment growth, because metropolitan areas contain economies of scale and agglomerate economies that favor large scale economic activity, these generate larger numbers of spin off activities and consequently attract more businesses to the area. For example, the regional nature of high tech manufacturing facilities such as Sony and Hyundai has generated the need for localized business support services and suppliers.

Decreasing household size will increase the demand for smaller types of housing and a greater variety of assisted living options. Necessary daily services will need to be closer together, to serve the future population. Convenience will play a large role in the success of future commercial developments, and more neighborhood commercial developments may be necessary to serve the demand.

- As the graying of the baby boom generation continues, there will be a resulting population that is older, and household size will be smaller. Decreasing household size will increase the demand for smaller types of housing and a greater variety of assisted living options. Necessary daily services will need to be closer together, to serve the future population. Convenience will play a large role in the success of future commercial developments, and more neighborhood commercial developments may be necessary to serve the demand.

Economic trends are discussed in greater detail in the following sections.

National Trends

The national economy has been experiencing continued, sustained economic growth for the past eight years. The combination of low inflation, low unemployment, and strong economic growth has resulted in the strongest U.S. economy in the last 30 years. A strong stock market increased consumer confidence and in turn, has increased consumer spending. In 1997, while real disposable income rose 3.2 percent, real consumer spending rose 4.9 percent. Major retail chains reported 8-9 percent growth in sales during the same period.[7]

[7] *Oregon Economic and Revenue Forecast*, State of Oregon Administrative Services Office of Economic Analysis, May 1999.

However, international markets continue to struggle, particularly in Japan, where for the first time since World War II, the country's employment rates were higher than those of the U.S. In the U.S., the manufacturing sector in particular continues to feel the effects of the Asian downturn. According to the OEA, industrial employment nationwide dropped by 381,000 jobs between March 1998 and March 1999.

The OEA notes that the nation's economic growth was expected to slow during the rest of 1999 and into 2000 but has continued to be robust. As international conditions continue to improve, manufacturing and farming exports will continue to increase. This will raise interest rates slightly, but still keep them at relatively low levels. While the economy is not expected to experience a recession in the next two years, recent growth is expected to level off but remain positive.

In the short term, through the early 2000's, inflation is expected to remain moderate with consumer prices increasing from 2.0 to 2.5 percent annually. The unemployment rate is expected to gradually rise to 5.2 percent, and the national economy is expected to grow at a 2.0 to 2.7 percent annual rate during the first half of the next decade.

Long range forecasts from the OEA indicate that national economic growth will continue but slow slightly from recent conditions, in response to a moderate slowdown in consumer spending and an improving, though still weak, world economy. The factors that are supporting the present economic expansion show few imbalances and no signs of a recession in the future.

State Trends

Long range population forecasts from the OEA predict a steady population growth at an average annual rate of around 1.1 percent between 1995 and 2015. At this rate, Oregon is expected to grow from 3.2 million in 1995 to nearly 4.1 million by the year 2015. Over 70 percent of this growth is expected to come from net migration into Oregon. These figures indicate a demand for an additional 500,000 more housing units and related jobs. The Asian economic downturn affected Oregon's economy because of its reliance on exports to Japan, however, the westward migration of the U.S. population, driven by economic opportunity and increasing importance of amenities in location decisions, is expected to continue. Although growth rates are expected to remain even across Oregon, the Willamette Valley and Central Oregon are expected to grow at a faster rate than the State as a whole. Population growth is expected to increase 1.4 percent in 1999 and 1.3 percent in 2000, a reduction from the 1.6 percent growth exhibited in 1995 and 1996.

Table 3-4 illustrates the State long-term population and employment forecasts.

Table 3-4. Oregon's Population and Employment Forecasts

Year	Total Population	Population Aged 16+	Total Non-Institutional Civ. Lab. force	Total Employment	Total Non-Agricultural Employment
1990	2,860,396	2,202,637	1,492,252	1,410,178	1,244,600
1991	2,930,000	2,256,691	1,507,125	1,416,698	1,244,700
1992	2,979,000	2,295,878	1,543,890	1,428,098	1,267,500
1993	3,038,000	2,344,691	1,587,175	1,472,898	1,308,300
1994	3,082,000	2,382,861	1,642,006	1,553,338	1,362,900
1995	3,132,000	2,430,688	1,671,890	1,589,968	1,416,900
2000	3,406,000	2,679,656	1,910,375	1,797,663	1,601,718
2005	3,631,000	2,884,081	2,040,923	1,924,591	1,718,659
2010	3,857,000	3,081,899	2,149,654	2,027,124	1,814,276
2015	4,091,000	3,272,872	2,225,698	2,098,833	1,882,653

Source: Office of Economic Analysis, Department of Administrative Services, State of Oregon. January 1997.

Two factors have been notable in sustaining Oregon's strong economic base: substantial population growth and the rapidly-expanding high tech sector. Traditionally based in natural resources, Oregon's economy has experienced a shift to high tech industries. An economic landmark was reached in 1995, when for the first time the state employment department reported that the number of high-tech jobs surpassed that of jobs in lumber and wood products. During that year, 2,200 jobs in forest products and pulp/paper manufacturing were lost, while the electronic equipment and software sectors expanded by 6,200 jobs.[8]

Long-term projections from the State of Oregon indicate that Lane County will continue to outpace the nation in population growth, and is predicted to increase by over 100,000 new residents between 1995 and the year 2015.

Because the State economy is dependent on the demand for timber and high tech exports, Oregon is highly affected by national and international conditions. Oregon ranks ninth among states with exports to Asia. During the Asian economic downturn in 1998, U.S. merchandise exports to Asia declined 15 percent, with machinery, electronics, agricultural and timber product industries experiencing the most dramatic reductions. Recently, low mortgage and commercial interest rates and the expectation that these rates may soon rise has resulted in a surge of commercial and residential permit applications statewide. This surge is expected to level off, with construction jobs growing 4.4 percent in 1999 and slowing to 1.7 percent in 2000.

In every region, growth of service-related employment has increased the number of jobs in restaurant, hotel, and recreation industries. The services sector will continue to increase its share of the employment sector, as Oregon now has the highest minimum wage in the nation. There may be a push to increase efficiency with higher wages. Urban areas of Oregon have also

[8] Northwest Policy Center, University of Washington Graduate School of Public Affairs, *The Changing Northwest* (January 1997).

experienced increases in relatively high-paying Service industries: legal, business, and health services. Growth in high-tech employment has been concentrated in the urban areas of the Willamette Valley and Southern Oregon.[9]

An improving manufacturing sector with continued gains in service related jobs are expected to increase personal income from 5.4 percent in 1999 to 5.7 percent in 2000. Job growth in the services sector is expected to be 5.0 percent in 1999, and is expected to grow 3.6 percent in 2000. Trade jobs will increase 1.9 percent in 1999 and 2.0 percent in 2000. This reflects the impact of higher consumer prices and slower population growth. Total wage and salary income will grow in 1999, but will level off in 2000, to a long run trend of around 5.5 percent.

Per capita income in Oregon is projected to be $25,900 in 1999, a 3.9 percent increase over 1998. Oregon per capita income still lags behind the national average, with U.S. per capita income expected to grow 4.1 percent to $27,400 in 1999.

OEA forecasts that Oregon's economy will continue to grow at a faster rate than the U.S. economy over the next two years. However, the growth was expected to be mild, and well below the fast pace during the period of 1995 through 1997, mirroring that of the national economy. However, the actual rate exceeded the national economy in 1998 and continues to do so in 1999. A decline in employment is likely only if the U.S. economy falls into recession. As the Asian economies continue to recover, job losses in manufacturing are expected to decrease in 1999, and slight gains are predicted to follow in the year 2000. The State's long-term economic outlook mainly reflects the recovery of the Asian markets and the improved national outlook. With no expected recession and continued wage gains, the growth in trade and service industries will continue to benefit from strong consumer spending.

Eugene-Springfield Metro Area Trends

Local economic trends are based on research by the OEA, from the Metro Area *Residential Lands Study*, and from the Development Services Department's *Strategic Plan*, completed in May 1999.

Of Oregon's 1997 population (3,217,000), almost 70 percent is located in the Willamette Valley, which contains only 14 percent of the State's land area.[10] In addition, the Valley contains roughly 70 percent of Oregon's employment. Long-term projections from the State of Oregon indicate that Lane County will continue to outpace the nation in population growth, and is predicted to increase by over 100,000 new residents between 1995 and the year 2015. In 1990, the Eugene-Springfield metropolitan study area population was 204,359. The Metro Area population is projected to reach 301,400 persons by 2015, an increase of 97,041 persons or a 47 percent increase. This represents a 1.57 percent annual average increase over the 25-year period 1990 to 2015. Between 1990 and 2010, the Eugene-Springfield Metro Area population is

[9] Governor's Task Growth and Its Impacts in Oregon: A report by The Governor's Taskforce on Growth in Oregon, January 1999.
[10] Ibid., note 4.

expected to grow faster than both the state and the County, increasing at an annual average rate of approximately 1.54 percent compared to the state's 1.45 and the County's 1.50. **Table 3-5** illustrates the past and forecasted population change for the Metro Area between 1990 and 2015.

Table 3-5. Population Growth in the Eugene/ Springfield Metro Area Between 1990 and 2015[11]

Year	Population	Percent Change	Percent Annual Average Increase
1970	156,941	-	-
1980	197,632	25.93	2.33
1990	204,359	3.40	0.34
1995	224,100	9.66	1.86
2000	240,700	7.41	1.44
2005	257,400	6.94	1.35
2010	277,600	7.85	1.52
2015	301,400	8.57	1.66

Source: LCOG, Residential Lands Study, Draft Supply and Demand Technical Analysis

Average household size in the Metro Area is decreasing, and has been declining nationally and locally. As the baby boom generation ages, there will be an increased demand for smaller types of housing. Household size in 2015 is expected to be 2.27 persons per household, a reduction from the 1995 figure of 2.40 persons per household. The population of the future is expected to get older as well. The share of population over 55 will increase over the next 20 years, but the amount of growth will be greatest for younger age groups. As noted in **Table 3-6,** the Metro Area's share of 1 and 2 person households is expected to increase in the year 2015, while the share of 3 and 4 person households are expected to decrease.

Table 3-6. Households in Eugene/ Springfield by Household Size, 1990 and 2015

	1990		2015		1990-2015	
Persons	Households	Share	Households	Share	Households	Share
1	21,000	27%	37,000	30%	16,000	3%
2	28,000	36%	46,000	38%	18,000	2%
3	12,000	16%	18,000	15%	6,000	-1%
4+	16,000	21%	21,000	17%	5,000	-4%
Total	77,000	100%	122,000	100%	45,000	0%

Sources: LCOG, ECONorthwest, Residential Lands Study, Draft Supply and Demand Technical Analysis

[11] The Eugene/ Springfield Metropolitan Study Area is slightly larger than the Eugene/ Springfield UGB. Population forecasts for the UGB area are not available.

As noted in the RLS *Draft Supply and Demand Technical Analysis*, the changing composition of households will affect demand for reduced housing cost, smaller households, and older households, all of which support residential and commercial development that is compatible with nodal development.

Similar to the State, Springfield's economy has traditionally been based in natural resources. More recently, the local economy has been shifting towards high tech industries and retail trade, with health services also generating employment for a number of local residents. The advent of Sony Disc Manufacturing generated 430 jobs as of March 1998. During the period of 1991 to 1998, the number of employees at Weyerhaeuser (paper and lumber products) decreased from 970 to 800, while the number of employees at McKenzie Willamette Hospital increased from 650 to 860. In 1997, the high tech industry expanded nearly 8 percent statewide, yet in the Willamette Valley, the expansion of Hyundai, Sony, Hewlett Packard, and other manufacturers was responsible for 16 percent of the Valley's job growth in 1997. High tech job growth slowed in 1998, increasing by only 1.5 percent statewide, however most of the slowdown was felt in the Northern Willamette valley. This rapid growth in the high tech industries has also resulted in a substantial boost to nearby business support services and supplier firms.

As resource-based industries continue to exhibit reduced demand, other non-lumber manufacturing and trade sectors will continue to experience growth. Lane County's job growth for the year 1999 is estimated to be 1.2 percent, modest growth compared to the 4 percent job growth rate of 1995 through 1997.[12]

In addition to the high tech and service industries, the construction industry continues to exhibit steady growth in Lane County, yet is expected to level off slightly as interest rates rise. The median sales price in Lane County rose from $122,000 in the first half of 1998 to $128,000 in the first half of 1999. Although rising interest rates may reduce home sales, consumer confidence remains high, driving the local economy.

Demographic shifts will have an effect on the types and style of commercial development that is marketable. Lane County has experienced a significant population shift toward older age groups, referred to as the graying of the baby boom generation. The 45-59 age group has increased the most over the last six years, by 35 percent, more than four times faster than the overall population. Lane County's younger age groups have grown more slowly. The future population will be working more hours and will require services closer to home and work, consistent with the concept of nodal development the Metro Area is striving to implement. To serve the future population, commercial development will need to be smaller scale and businesses located close to home, supporting the concept of nodal development.

Forecasts indicate that household income levels will be decreasing, potentially affecting the demand for commercial land. Forecasts used for the RLS indicate that households with incomes over $50,000 will grow slowly, while those with incomes less than $50,000 will comprise a larger share of the total households in the future. **Table 3-7** illustrates the income characteristics of Metro Area households to the year 2015.

[12] The Register Guard, July 6, 1999.

Table 3-7. Households in Eugene/ Springfield by Household Income, 1990-2015

	1990		2000		2015		1990-2015	
Income	Households	Share	Households	Share	Households	Share	Households	Share
<$15,000	22,000	28%	27,000	31%	37,000	31%	15,000	3%
$15,000-$29,000	23,000	30%	27,000	31%	37,000	31%	14,000	1%
$30,000-$49,000	16,000	21%	20,000	23%	28,000	23%	12,000	2%
$50,000-$99,000	14,000	18%	12,000	13%	17,000	13%	3,000	-5%
>$100,000	2,000	3%	2,000	2%	3,000	2%	1,000	-1%
Total	77,000	100%	88,000	100%	100	100%	45,000	0%

Source: Market Demand for Nodal Development, LCOG, ECONorthwest, Leland Consulting Group, January 1997.

Local trends in commercial development are further identified in the *Development Services Department 1999-2006 Strategic Plan*, which was completed in May 1999. Part of the Plan's purpose is to identify issues and opportunities, and to serve as a tool to assist in serving Springfield's future population. The Plan contains a number of assertions that relate to the future population characteristics, consistent with the trends identified by OEA. Those that relate to local commercial development include the following:

- An emphasis on providing residential development will continue, however, this may spur a need for more neighborhood commercial development and redevelopment of older commercial areas to serve these residential developments.

- Large new developments will occur within the UGB, outside the existing City Limits, requiring annexation. Commercial areas will be developed to serve these new areas.

- The UGB will most likely not be substantially expanded within the time frame of this Study, and more demand will be placed on suitable sites for infill development, especially if greater federal, state, and local regulations reduce available inventories or restrict uses. Redevelopment will also occur, but to a greater extent, only when economically feasible for the developer.

- Based on recent trends, the rate of population growth and the rate of in-migration are projected to level off, but remain constant in the coming years.

- In addition to population growth, decreasing household size will increase the demand for smaller types of housing and a wider variety of housing options, including assisted living quarters.

- Retail development will occur to serve growing residential areas. Small shops and convenience stores could be integrated into Neighborhood Center and Employment Center nodes, and shopping centers could be integrated into Commercial Center nodes.

- Growth in manufacturing will draw employees to sites that could be integrated into Employment Centers, with adjacent supporting retail and office uses with residential areas located nearby.

- Growth in the Service and Finance, Insurance, and Real Estate (FIRE) sectors will generate demand for suburban office space that could be integrated into each type of node.

- The main challenges to getting commercial development in nodes are not lack of demand or incompatible locations or structure types. Rather, the challenges are primarily about changes in design and the commercial viability of those changes. The main design changes nodal development requires, and the ones most difficult in today's markets, relate to transportation: auto access and parking, and pedestrian and transit orientations.

- About 35 percent of Springfield residents with jobs live in Springfield and work in Eugene. This trend will continue in the future. Springfield citizens who work in Eugene tend to use commercial services provided in Eugene because there is a greater selection.

Conclusions of the Demand Analysis

The City is faced with a difficult situation: There are not enough commercial sites to facilitate quality commercial development, or the future demand for commercial land, and expanding the UGB is not a feasible option to achieve more commercial acreage.

Table 3-8 provides a summary of the discrepancy between the supply and the future demand for commercial land. Note that the amount listed for Glenwood is a preliminary estimate of land with a Commercial or Industrial Mixed Use plan designation. However, neither a constraint nor serviceability analysis has been completed, and many of these sites are not yet annexed to the City.

Table 3-8. Supply and Demand for Commercial Land

Supply of Vacant Commercial Land[1]	211 Acres
Removal of Commercial Sites Developed between 1995 and 1999	-126
Part of Supply Assumed to be Available from Redevelopment	+12
Adjusted Total Supply	97 acres
Demand for Vacant Commercial Land for 2015[3]	255 (17 acres/ year)
Deficit Between Supply and Demand	158 acres

[1]Acreage based on 1995 Parcel File
[2]Based on preliminary fieldwork. Much of this acreage is not annexed, serviced, nor has it been analyzed for serviceability and physical constraints.
[3]Low figure based on LCOG data using employment projections and employee per acre ratios, high figure based on historical absorption rates.

Long term forecasts indicate the Eugene-Springfield Metro Area will continue to experience strong, sustained growth into the future. It is important that the City continue to pursue policies to provide enough commercial land to meet the needs of Springfield residents, and provides for quality commercial development. Chapter Four discusses findings, policies, and implementation strategies that will assist in providing an adequate supply of commercial land to meet the future demand.

Chapter Four: Findings, Policies, Implementation Strategies

In this chapter, findings, policies and implementation strategies designed to resolve Springfield's shortage of commercial land are discussed. The policies and strategies are based on community objectives and State requirements. Under Statewide Planning Goal 9, local jurisdictions are required to assess community economic potential; include policies in their comprehensive or general plan pertaining to economic development objectives; identify the number of sites and acreage needed in appropriate categories; provide an adequate long-term supply of commercial land; and protect needed sites with appropriate plan designation and zoning. These policies and implementation strategies must be consistent with the objectives of the *Metro Plan* and with state and federal regulations.

The policies and related implementation strategies fall into five categories: New Commercial Development, Rezoning and Redesignating, Redevelopment and Infill Development, Efficient Use of Commercial Land, and Plan Zone Conflicts. For each category, there is a general discussion of the related issue. Following the discussion there is a finding, a policy, and an implementation strategy, derived from the definitions in the *Metro Plan* as follows:

A *finding* is a factual statement resulting from investigation, analysis, or observation.

A *policy* is a statement adopted to provide a consistent course of action, moving the community towards attainment of its goals.

An *implementation strategy* is a specific course of action the City can take to accomplish the objectives of the policy.

Findings, Policies, Implementation Strategies

New Commercial Development

Discussion: Population and employment forecasts indicate that while rapid growth rates are expected to level off, the U.S. population is expected to continue to move north and west, attracted by a strong combination of jobs, wages, quality of life, and cost of living. Although growth rates are expected to remain even across Oregon, the Willamette Valley and Central Oregon are expected to grow at a faster rate than the State as a whole. The population of the Metro Area is expected to grow at an average annual rate of 1.7 percent per year, generating a population between 291,000 and 311,000 by the year 2015. This continued growth is expected to increase the demand for housing and employment in population-dependent sectors such as retail sales and health services, and there will be a continuing need to provide commercial opportunities to serve the needs of Springfield's residents.

The results of the SCLS indicate that there is a lack of readily developable commercial sites to meet Springfield's long-term demand for commercial land, particularly larger sites that facilitate national retail stores. While facilitating the development of larger retail stores may meet the needs of some of Springfield's residents, such practice may not be in the best interest

of the local residents and may not strengthen the local economy. It is important that if new retail centers are built, they are compatible with and compliment the existing neighborhoods.

Finding 1: Statewide Planning Goal 9 requires that the City of Springfield provide an adequate amount of commercial land to meet the projected need for commercial development for this planning period. A detailed supply/demand analysis revealed a need for a minimum of 255 acres of commercial land to the year 2015 based on an absorption rate of 17 acres per year.

As of February 1999, there were approximately 85 vacant acres and 12 acres of commercial land determined to be redevelopable (97 acres total), indicating a need for an additional 158 buildable acres to meet the long-term demand. Over 30 acres are contained in the former Springfield Airport site, and roughly 18 are in areas that are not readily developable.

Given past development patterns, the CAC estimated that the current supply would meet the City's demand for approximately two years. There is a need for a supply of both larger and smaller sites to provide choice, diversity and economy in the marketplace. Given the current shortage of larger sites, rezoning or annexation may be necessary for this to occur.

Policy 1-A: Maintain a mixed supply of large and small commercial sites through strategies such as rezoning or annexation to serve Springfield's future population.

Policy 1-B: Ensure that an adequate amount of commercial land is designated in undeveloped identified nodes such as Jasper/Natron and McKenzie/Gateway, to accommodate a portion of the demand for commercial acreage, and to implement the policies and objectives of the *TransPlan*.

> **Implementation Strategy 1-B (1):** Consistent with The Jasper/Natron Specific Area Development Plan, designate and rezone 15 acres identified for Community Commercial and Commercial Mixed Use.
>
> **Implementation Strategy 1-B (2):** Prepare *Gateway Refinement Plan and Metro Plan amendments* and designate and rezone 10-15 acres of commercial land in the Gateway MDR site for neighborhood commercial development. Delete the reference to the 3 acres recommended in the *McKenzie-Gateway Conceptual Development Plan.*

Policy 1-C: Maintain at least a five-year supply of commercial land within the Urban Growth Boundary (UGB) that is currently served or readily serviceable with a full range of urban public facilities and services.

> **Implementation Strategy 1-C (1):** Develop a monitoring system to track absorption of commercial land by acreage as commercial land is developed and ensure that reliable data on the supply of serviced land is available on an ongoing basis.
>
> **Implementation Strategy 1-C (2):** Conduct future land analysis on commercial, industrial, and residential development on a City-specific basis, rather than a Metro-wide basis, to ensure that information and resulting policies and implementation strategies accurately reflect the needs of Springfield residents.

Implementation Strategy 1-C (3): Provide an annual report on commercial land absorption rates and supply to the Planning Commission. Evaluate the effectiveness of policies on supply and demand of commercial land, and make recommendations accordingly.

Implementation Strategy 1-C (4): Use the six-year Springfield Capital Improvement Plan to direct local capital improvement funds to build infrastructure to maintain a 5-year supply of fully serviced commercial land.

Implementation Strategy 1-C (5): Use the policies and projects in the *TransPlan* to direct regional capital improvement funds into nodes in need of transportation improvements, to implement the nodal development land use pattern and the requirements of Transportation Planning Rule 12.

Discussion: There are commercial opportunities in Glenwood. Most of the commercial land is under a Mixed Use Plan Designation, allowing for office developments, limited commercial uses, business and industrial parks, and medium density residential housing. Much of the potential for commercial development in Glenwood is limited by the existing development pattern, which is piecemeal and auto-dependent. The City of Springfield has received a grant to explore the existing land use pattern and traffic issues within the riverfront area and implement policies and strategies to allow the area to develop to its potential as a mixed-use center.

Finding 2: Commercial development in Glenwood is limited to its full potential by service and other unknown constraints, as well as the existing development patterns.

Policy 2-A: Evaluate land use patterns and service-related limitations to commercial development in Glenwood.

Implementation Strategy 2-A (1): Include a serviceability analysis of the commercial land in the Study Area as part of the work program for the Glenwood Riverfront Specific Area Development Plan.

Implementation Strategy 2-A (2): Include the development of a redevelopment strategy specific to the Study Area in the work program for the Glenwood Riverfront Specific Area Development Plan.

Rezoning and Redesignating

Discussion: Rezoning and redesignation were identified as methods to increase the supply of commercial land. However, rezoning essentially reduces the other land use inventories. The CAC expressed a concern that the *Industrial Lands Study* and the *Residential Land Study* were both completed on a Metro-Wide level, and that these inventories would need to be updated for Springfield alone before any rezoning or redesignation could occur. It is important for the City to develop a land use monitoring system to track the sale and absorption of commercial land and to evaluate the success of City policies and strategies in providing land supplies.

In addition, designating and zoning sites to commercial may create traffic problems and negatively effect residential neighborhoods. Following the evidence of a surplus of land in one land use category, rezoning or redesignation could occur within the guidelines of existing *Metro Plan* policies, based on an evaluation of existing inventories, an analysis of traffic and other infrastructure limitations, and within the parameters of adopted City guiding documents.

Finding 3: Based on the findings of the 1992 Industrial Land Study (ILS), the future demand for industrial land will be met adequately by the existing inventory of sites. The ILS found that a surplus of industrial sites exists in the Metro Area, and that there would be no demand for Heavy Industrial into the future. The ILS indicated a need for 650 gross acres of industrial land to the year 2010 for the Metro Area. At the time the ILS was completed, there were 708 vacant acres of industrial land within the Springfield UGB alone.

The 1999 *Residential Lands Study* found a surplus of Low Density Residential in the Metro Area. The surplus is not site specific, and much of the vacant undeveloped residential land is within hillsides and flood fringes. Some of the TransPlan nodes encompass residential land. To achieve higher average densities to make these nodes function, residential land within the nodes needs to be redesignated and rezoned to Mixed Use Commercial.

Policy 3-A: Redesignate and rezone portions of industrial land or residential land within identified Employment Center, Neighborhood Center, or Commercial Center nodes to Mixed Use Commercial to achieve the objectives of *TransPlan*, Transportation Planning Rule 12, and to incorporate higher intensity development in conjunction with residential and employment opportunities.

> **Implementation Strategy 3-A (1):** Evaluate inventories based on demonstrated need for the planning period. Initiate rezoning or redesignation of surplus land uses where more appropriate for commercial, consistent with the *Metro Plan*.
>
> **Implementation Strategy 3-A (2):** Develop an inventory of industrial or residential sites within identified *TransPlan* nodes. Following consideration by the Planning Commission and City Council, initiate the Plan amendment and rezone process for suitable sites.

Redevelopment and Infill Development

Discussion: Because there is a lack of quality vacant commercial sites to meet the projected demand for the future, there may be more pressure on existing underutilized sites for redevelopment and infill development. The City can help facilitate this process by adopting and implementing strategies that encourage more intense development, and that make redevelopment more financially feasible for developers. Public investment may need to be in areas where redevelopment is suitable, and rezoning recommended where appropriate. Sewers and local streets are two of the facilities that are limited by a lack of local funding for improvements. To encourage redevelopment, the City may need to adopt incentives to ensure that redevelopment is economically feasible for developers.

Finding 4: Redevelopment and infill development is often expensive and problematic for developers, because of existing land use, traffic patterns and infrastructure limitations.

Policy 4-A: Facilitate redevelopment by adopting a combination of strategies which reduce barriers, streamline the approval process, provide incentives and reduce costs, thereby improving the market for higher intensity redevelopment.

> **Implementation Strategy 4-A (1):** Within one year of the adoption of this plan, contract with a qualified expert(s) to lead workshops for City officials and leaders, staff, developers and the general public to develop a refined set of redevelopment strategies and incentives for the next five-year period.
>
> **Implementation Strategy 4-A (2):** Target specific areas for redevelopment and capital improvements, and establish specific timelines for the development of improvements and standards to facilitate redevelopment including reduced parking, landscaping, or setback requirements.
>
> **Implementation Strategy 4-A (3):** Identify developed areas that have serviceability constraints, and target capital improvements to improve the infrastructure in these areas of the City.

Efficient Use of Commercial Land

Discussion: Both the *Metro Plan* and *TransPlan* stress the implementation of more compact urban development within the Metropolitan Area. Amendments to the Springfield Development Code may need to be adopted to achieve higher density development and to attain infill development in the identified *TransPlan* nodes or other suitable areas of the City.

Finding 5: There are smaller parcels in the City, particularly along Main Street, within identified *TransPlan* nodes, that are suitable for infill development or redevelopment; however, development costs of these sites is often prohibitive due to infrastructure and improvement costs, and physical limitations of the lots themselves.

Policy 5-A: Facilitate the development of small commercial parcels.

> **Implementation Strategy 5-A (1):** Adopt a "short site plan" process for redevelopment of lots less than 6,000 square feet along Main Street and in designated nodes.
>
> **Implementation Strategy 5-A (2):** Establish an MDS fund specifically for properties less than 6,000 square feet.
>
> **Implementation Strategy 5-A (3):** Provide Systems Development Charge credits for developers who construct infill commercial or who redevelop underutilized sites along Main Street and in designated nodes.
>
> **Implementation Strategy 5-A (4):** Amend the Springfield Development Code to provide development standards specific to lots under 6,000 square feet, such as reduced parking requirements, setbacks, on-site landscape requirements, flexible development standards, and Floor Area Ratios (FARs) to increase their marketability and facilitate their redevelopment, particularly for those parcels within identified *TransPlan* nodes.
>
> **Implementation Strategy 5-A (5):** Evaluate the barriers for aggregation of parcels and develop methods to streamline the process, particularly along Main Street, where many smaller commercial lots exist.

Finding 6: High intensity commercial development is difficult to achieve with current SDC requirements for parking. The parking minimums in the Springfield Development Code are high, and parking is expensive and difficult to provide on small sites. Exempt parking in districts such as Downtown Springfield has been successful, and shared parking lots would help alleviate some of the demand for parking.

Policy 6-A: Adopt strategies that reduce the amount of commercial land occupied by surface parking.

> **Implementation Strategy 6-A (1):** Facilitate more efficient use of commercially designated land by amending Article 18 of the Springfield Development Code to reduce parking minimums Citywide in all commercial districts.

Implementation Strategy 6-A (2): Establish public-private partnerships for development of parking lots or garages in areas identified for higher-intensity commercial development. Suitable areas include the Mohawk Blvd. area, 42nd and Main St., Hwy. I-105 and Main St., and Downtown Springfield. Parking garages in strategic locations allow higher-intensity commercial uses to develop where surface area parking lots currently exist. Where parking structures are developed, adopt SDC language requiring ground-floor commercial, to maximize commercial opportunities in commercial districts.

Implementation Strategy 6-A (3): Eliminate parking requirements for small lots less than 6,000 square feet.

Implementation Strategy 6-A (4): Develop solutions to reduce the impacts of overflow parking from commercial districts on nearby neighborhoods.

Discussion: Federal mandates such as the Endangered Species Act and the Clean Water Act require that urban areas implement ordinances that protect and enhance water quality and other natural resources. Recent endangered species listings for the Willamette and McKenzie Rivers may require stricter provisions in the future for protection of natural resources. A concern of the CAC is that the provision of on-site stormwater treatment facilities uses portions of valuable and scarce commercial land and promotes lower intensity development, and that the City should instead establish regional stormwater facilities instead of requiring individual on-site treatment.

While commercial land is valuable and scarce in the Springfield UGB, the City must also comply with federal and state mandates and implement provisions for protection of natural resources. Eliminating the requirement for on-site treatment methods is not feasible at this time. However, the City will continue to investigate and allow alternative methods of stormwater treatment as new technologies and methods are developed where feasible.

Finding 7: Requirements for surface stormwater detention systems and bioswales, necessary to achieve state and federal regulations to protect water quality, utilize a portion of developable commercial land, which is limited in supply in Springfield's UGB.

Policy 7-A: Facilitate more efficient use of commercial land by allowing on-site methods of stormwater pretreatment that use less of the developable portion of commercial land, within the parameters of state and federal mandates.

Implementation Strategy 7-A (1): Identify a variety of methods that treat stormwater on site, and promote those that use less of the developable portion of a commercial site.

Plan-Zone Conflicts

Finding 8: There are vacant sites that are zoned but not designated in the *Metro Plan* for commercial use, just as there are vacant sites designated for commercial use that do not have commercial zoning, creating uncertainty for developers and delays in the approval process.

Policy 8-A: Provide greater certainty regarding the development of commercial land by resolving conflicts between the *Metro Plan* designations and local zoning of land planned or zoned for commercial use.

> **Implementation Strategy 8-A (1):** Initiate *Metro Plan* Map amendments or zone changes to correct significant plan/zone conflicts.
>
> **Implementation Strategy 8-A (2):** Rezone properties with plan/ zone conflicts from LMI, HI, and SHI to CC, consistent with their *Metro Plan* Designation. A list of properties with plan/ zone conflicts is contained in **Appendix C** of this report.
>
> **Implementation Strategy 8-A (3):** Rezone properties from LDR, MDR, and HDR to CC, consistent with the *Metro Plan* Designation. A list of residential properties with plan/ zone conflicts is contained in **Appendix C** of this report.

Discussion: The Major Retail Commercial (MRC) zoning district is intended to protect large commercial sites but inadvertently constrains the development of smaller-scale commercial that does not meet the criteria of the MRC district, and these are sites that are in the MRC district. The MRC Plan Designation and zoning district in Springfield are applied in two areas. The first is the former Springfield Airport site, and the other is the Mohawk Boulevard area. The Mohawk Boulevard Specific Development Plan (SPD) recommends that the Mohawk area be divided into three subareas as follows:

- North Mohawk, which is recommended to be predominantly auto oriented,
- Central Mohawk, recommended to be Mixed Use commercial, and
- South Mohawk, recommended to be an integrated health care and assisted living opportunity area.

To implement the provisions of the Mohawk SDP, the Mohawk Boulevard area should be redesignated Mixed Use, and specific properties rezoned to Mixed Use Commercial. However, the MRC district should be retained for the Springfield Airport site, to ensure the protection of this remaining large commercial parcel. This recommendation is consistent with the *Metro Plan*.

Finding 9: The MRC zoning district is important to protect some of the larger tracts of commercial land.

Policy 9-A: Promote development of some large-scale commercial development by designating suitable sites MRC.

Policy 9–B: Identify and rezone smaller parcels with the MRC zoning and plan designation to Community or Neighborhood Commercial on a site-by-site basis. A list of properties with the MRC zoning designation is contained in **Appendix C** of this report.

Discussion: Demographic trends indicate that a larger share of the future population will be composed of smaller, older, and less affluent households. The market demand for housing and related commercial services needed to serve residential uses will be affected by these trends. There may be an increased need and demand for housing that is smaller and less expensive. To help achieve affordable housing, it may be developed at a greater density than in the past and located in areas that provide transit opportunities. More compact forms of housing require that they be served by convenient commercial services provided at a scale that will compliment the predominately residential character of these neighborhoods.

The Neighborhood Commercial (NC) Zoning District, while intended to provide smaller-scale commercial that meets the needs of neighborhood residents, is not widely used in Springfield. In the past, applications for the NC district have been met with neighborhood opposition because there are no design standards to ensure that the commercial will complement or fit in with the existing neighborhoods.

Finding 10: The Neighborhood Commercial Zoning District is not widely used in Springfield.

Policy 10-A: Adopt design guidelines for the Neighborhood Commercial Zoning District that assures neighborhood compatibility.

> **Implementation Strategy 10-A (1):** Adopt design guidelines to assure that design components such as scale, bulk, height, lighting, landscaping, and pedestrian amenities are included in the Neighborhood Commercial Zoning District.

Sample Implementation Schedule

Policy	*Implementation Strategy*	*Related Tasks*	*Timing*
Policy 1-A: Maintain a mixed supply of large and small commercial sites through strategies such as rezoning or annexation to serve Springfield's future population.	**Implementation Strategy 1-B (1):** Consistent with the Jasper/Natron Specific Area Development Plan, designate and rezone 15 acres identified for Community Commercial and Commercial Mixed Use.	Review Draft Jasper/Natron SDP to ensure that an adequate supply of commercial land is provided for the planning period.	Winter/Spring 2001
Policy 1-B: Ensure that an adequate amount of commercial land is designated in undeveloped identified nodes such as Jasper/Natron and McKenzie/Gateway, to accommodate a portion of the demand for commercial acreage, and to implement the policies and objectives of the TransPlan.	**Implementation Strategy 1-B (2):** Prepare *Gateway Refinement Plan* and *Metro Plan* amendments and designate and rezone 10-15 acres of commercial land in the Gateway MDR site for neighborhood commercial development. Delete the reference to the 3 acres recommended in the *McKenzie-Gateway Conceptual Development Plan.*	Locate the "floating node"; amend CDP to accommodate 10-15 acres of commercial.	Spring 2001
Policy 1-C: Maintain at least a five-year supply of commercial land within the Urban Growth Boundary (UGB) that is currently served or readily serviceable with a full range of urban public facilities and services.	**Implementation Strategy 1-C (1):** Develop a monitoring system to track absorption of commercial land by acreage as commercial land is developed and ensure that reliable data on the supply of serviced land is available on an ongoing basis.		Summer 2001
	Implementation Strategy 1-C (2): Conduct future land analysis on commercial, industrial, and residential development on a city-specific basis, rather than a Metro-wide basis, to ensure that information and resulting policies and implementation strategies accurately reflect the needs of Springfield residents.	Annual City budget process, as needed for Periodic Review tasks.	Annually, and as necessary to accomplish Periodic Review tasks or studies.
	Implementation Strategy 1-C (3): Provide an annual report on commercial land absorption rates and supply to the Planning Commission. Evaluate the effectiveness of policies on supply and demand of commercial land, and make recommendations accordingly.		Annually
	Implementation Strategy 1-C (4) Use the six-year Springfield Capital Improvement Plan to direct local capital improvement funds to build infrastructure to maintain a 5-year supply of fully serviced commercial land.		Annually
	Implementation Strategy 1-C (5): Use the policies and projects in the TransPlan to direct regional capital improvement funds into nodes in need to transportation improvements, to implement the nodal development land	Adoption of the TransPlan.	Annually

	use pattern and the requirements of Transportation Planning Rule 12.		
Policy 2-A: Evaluate land use patterns and service-related limitations to commercial development in Glenwood.	**Implementation Strategy 2-A (1):** Include a serviceability analysis of the commercial land in the Study Area as part of the work program for the Glenwood Riverfront Specific Area Plan.	TGM Grant: Glenwood Riverfront Specific Area Plan.	Spring 2000 to Spring 2001
	Implementation Strategy 2-A (2): Include the development of a redevelopment strategy specific to the Study Area in the work program for the Glenwood Riverfront Specific Area Plan.	TGM Grant: Glenwood Riverfront Specific Area Plan.	Spring 2000 to Spring 2001
Policy 3-A: Redesignate and rezone portions of industrial land or residential land within identified Employment Center, Neighborhood Center, or Commercial Center nodes to Mixed Use Commercial to achieve the objectives of TransPlan, Transportation Planning Rule 12, and to incorporate higher intensity development in conjunction with residential and employment opportunities.	**Implementation Strategy 3-A (1):** Evaluate inventories based on demonstrated need for the planning period. Initiate rezoning or redesignation of surplus land uses where more appropriate for commercial, consistent with the *Metro Plan.*	Adoption of TransPlan; Mixed Use Zoning District.	Following adoption of Mixed Use Zoning District
	Implementation Strategy 3-A (2): Develop an inventory of industrial or residential sites within identfied TransPlan nodes. Following consideration by the Planning Commission and City Council, initiate the Plan amendment and rezone process for suitable sites.	Work with CAC and PC to develop recommendations.	Following adoption of Mixed Use Zoning District
Policy 4-A: Facilitate redevelopment by adopting a combination of strategies which reduce barriers, streamline the approval process, provide incentives and reduce costs, thereby improving the market for higher intensity redevelopment.	**Implementation Strategy 4-A (1):** Within one year of the adoption of this Study, contract with a qualified expert(s) to lead workshops for City officials and leaders, staff, developers, and the general public to develop a refined set of redevelopment strategies and incentives for the next five-year period.	TGM Grant: LTD Springfield Station Specific Area Plan.	Spring 2000-Spring 2001; Workshop in Summer 2000
	Implementation Strategy 4-A (2): Target specific areas for redevelopment and capital improvements, and establish specific timelines for the development of improvements and standards to facilitate redevelopment including reduced parking, landscaping, or setback requirements.	Adoption of TransPlan; Mixed Use Zoning District.	Following Redevelopment Workshop
	Implementation Strategy 4-A (3): Identify developed areas that have serviceability constraints, and target capital improvements to improve the infrastructure in these areas of the City.	As part of the CIP process	
Policy 5-A: Facilitate the development of	**Implementation Strategy 5-A (1):** Adopt a "short site		

small commercial parcels.	plan" process for redevelopment of lots less than 6,000 square feet along Main Street in designated nodes.		
	Implementation Strategy 5-A (2): Establish an MDS fund specifically for properties less than 6,000 square feet.	Redevelopment Workshop	Following Workshop
	Implementation Strategy 5-A (3): Provide Systems Development Charge credits for developers who construct infill commercial or who redevelop underutilized sites along Main Street and in designated nodes.		
	Implementation Strategy 5-A (4): Amend the Springfield Development Code to provide development standards specific to lots under 6,000 square feet, such as reduced parking requirements, setbacks, on-site landscape requirements, flexible development standards, and Floor Area Ratios (FARs) to increase their marketability and facilitate their redevelopment, particularly those parcels within identified TransPlan nodes.	Redevelopment Workshop	Following Workshop
	Implementation Strategy 5-A (5): Evaluate the barriers for aggregation of parcels and develop methods to streamline the process, particularly for smaller lots along Main Street.		
Policy 6-A: Adopt strategies that reduce the amount of commercial land occupied by surface parking.	**Implementation Strategy 6-A (1):** Facilitate more efficient use of commercially designated land by amending Article 18 of the Springfield Development Code to reduce parking minimums Citywide in all commercial districts.	Prepare Springfield Development Code Amendments; Redevelopment Workshop	Winter 2001
	Implementation Strategy 6-A (2): Establish public-private partnerships for development of parking lots or garages in areas identified for higher-intensity commercial development. Suitable areas include the Mohawk Blvd. area, 42nd and Main St., Hwy. 1-05 and Main St., and Downtown Springfield. Parking garages in strategic locations allow higher-intensity commercial uses to develop where surface area parking lots currently exist. Where parking structures are developed, adopt SDC language requiring ground-floor commercial, to maximize commercial opportunities in commercial districts.	Redevelopment Workshop	Following Workshop
	Implementation Strategy 6-A (3): Eliminate parking requirements for small lots less than 6,000 square feet.		Spring 2001
	Implementation 6-A (4): Develop solutions to reduce the impacts of overflow parking from commercial districts on		

	nearby neighborhoods.		
Policy 7-A: Facilitate more efficient use of commercial land by allowing on-site methods of stormwater pretreatment that use less of the developable portion of commerial land, within the parameters of state and federal mandates.	**Impementation Strategy 7-A (1):** Identify a variety of methods that treat stormwater on site, and promote those that use less of the developable portion of a commercial site.	ESA and CWA evolving requirements.	Ongoing
Policy 8-A: Provide greater certainty regarding the development of commercial land by resolving conflicts between the *Metro Plan* designations and local zoning of land planned or zoned for commercial use.	**Implementation Strategy 8-A (1):** Initiate *Metro Plan* amendments or zone changes to correct significant plan/ zone conflicts.	Determine where zone changes would result in successful commercial ventures.	Summer 2001
	Implementation Strategy 8-A (2): Rezone properties with plan/zone conflicts from LMI, HI, and SHI to CC, consistent with their *Metro Plan* Designation. A list of properties with plan/zone conflicts is contained in **Appendix C** of this report.	Determine where zone changes would result in successful commercial ventures.	Summer 2001
	Implementation 8-A (3): Rezone properties from LDR, MDR, and HDR to CC, consistent with the *Metro Plan* Designation. A list of residential properties with plan/zone conflicts is contained in **Appendix C** of this report.	Determine where zone changes would result in successful commercial ventures.	Summer 2001
Policy 9-A: Promote development of some large-scale commercial development by designating suitable sites MRC.	**Implementation 9-A (1):** Identify and rezone smaller parcels with the MRC zoning and plan designation to Community, Mixed Use Commercial, or Neighborhood Commercial on a site-by-site basis. A list of properties with the MRC zoning designation is contained in **Appendix C** of this report.	Recommendations to be developed by CAC and PC; adoption of Mixed Use Commercial Zoning District.	Winter 2002
Policy 10-A: Adopt design guidelines for the Neighborhood Commercial Zoning District that assures neighborhood compatibility.	**Implementation Strategy 10-A (1):** Adopt design guidelines to assure that design components such as scale, bulk, height, lighting, landscaping, and pedestrian amenities are included in the Neighborhood Commercial Zoning District.	Notice requirements, 1st and 2nd readings, etc.	Fall 2001

Appendix A: Vacant Land Inventory Methodology

Introduction

This section documents the methodology used to update the inventory of undeveloped and underdeveloped commercial land within Springfield's UGB as part of the SCLS. The purpose of the inventory update was to develop an accurate and current assessment of the inventory in terms of quantity and quality. The resulting findings were then compared to updated projections of demand for commercial land, in order to determine whether or not an adequate supply exists.

It should be noted that this methodology was used to formulate the original 1995 vacant land inventory. Developed parcels were eliminated when the inventory was revisited in 1998 and 1999.

Preliminary Inventory and Database

The base data for the update was obtained from LCOG's Geographic Information System (GIS). The GIS contains pertinent information- such as zoning, plan designation, size ownership, and land use- for every parcel in the study area and beyond. To establish the inventory, the GIS was used to generate maps and lists showing all *vacant commercial parcels*.

Parcels that had *commercial plan designations* were included in the vacant land inventory, and included the following:

- Community Commercial (CC)
- Major Retail Commercial (MRC)
- High Density Residential/ Community Commercial Mixed Use (HDR/ CC MU);
- High Density Residential/ Community Commercial Light-Medium Industrial Mixed Use (HDR/ CC/ LMI/ MU);
- Community Commercial/ Medium Density Residential/ High Density Residential/ Light Medium Industrial Mixed Use (CC/ MDR/ HDR MU);
- Light-Medium Industrial/ Community Commercial Mixed Use (LMI/ CC MU);
- Community Commercial/ Light-Medium Industrial/ Medium Density Residential Mixed Use (CC/ LMI/ MDR MU);
- Downtown Mixed Use (DMU); or
- Booth Kelly Mixed Use (BKMU).

Field Work

The inventory in the GIS was current only to July 1992. In order to ensure a higher degree of accuracy, all vacant commercial sites larger than .5 acres were field checked to determine current development status (vacant or developed), and to record additional information that would be useful in evaluating the sites' suitability for commercial development (quality). The field work was conducted in April 1995.

In addition to current development status, the following information was recorded for each vacant commercial parcel:

- Pronounced slope;
- Indications that the property was for sale;
- Potential nuisances;
- Indications of previous or impending development; and
- Other pertinent observations.

In addition, the following information was recorded for each vacant commercial site:

- Adjacent land uses;
- Name, location relative to the site, and condition of adjacent street(s);
- Presence of overhead utilities; and
- Other pertinent observations.

Review and Refinement

From this research, a Vacant Commercial Sites Map was generated, reflecting the field work findings. Springfield planning staff and the CAC reviewed this map for accuracy. Changes were incorporated where necessary.

Development Constraints Analysis

In order to facilitate an evaluation of the vacant commercial sites' quality, or readiness for development, a development constraints analysis was conducted for each site in the inventory. Based on existing inventories, the presence and extent of the following potential constraints to development were recorded:

- Major Power Transmission Lines: Including existing SUB, and BPA 115KV and 225 KV line easements and planned facilities;
- Hazardous Wastes: As indicated on the DEQ Environmental Cleanup Site Information System list and Leaky Underground Storage Tank List;
- Slopes Over 15 Percent: As indicated on City of Springfield topography maps;
- Inadequate Lot Size: Lots less than 6,000 sq. ft. in size (min. required by the SDC) or less than 75 ft. in depth;
- Poor Visibility: Not visible from an arterial, site is not adjacent to a road, or site is a panhandle;
- Inadequate Access: Corner lots having less than 200 ft. frontage on an arterial, less than 100 ft. on a collector, less than 75 ft. frontage on a local street, site is a panhandle, not accessible from a street, or poses a safety hazard;
- Hydric soils;
- Unstable soils;
- Willamette River Greenway and Greenway Setback;
- Floodway and/ or floodway fringe;
- Wellhead zone of influence;
- Wetlands: as indicated on the accepted City of Springfield Wetlands Inventory
- Other potentially regulated natural resource sites; and
- Plan/ zone conflicts.

The constraint boundaries were overlayed on the site maps and visual estimates were made of the percentage of each site affected by each constraint.

Serviceability Analysis

To further aid in an evaluation of the sites' readiness for development, an inventory of existing and planned sanitary sewers, storm sewers, and water service lines was conducted. Location relative to the site boundaries, size and type (e.g. pipe or ditch, pressure line or gravity line) were recorded for each existing utility. Where the analysis indicated inadequate service availability, City and County Capital Improvement Programs and facilities master plans were consulted, and relevant plans for extensions were recorded.

Updated Database

The information gathered as part of the inventory update was entered into a database to facilitate further analysis and the creation of detailed reports for each site, summary tables, and queries.

The inventory database contained all vacant commercial parcels and sites, regardless of size, while the field work, constraints analysis, and the serviceability analysis covered only those sites larger than .5 acres.

Appendix B: Employment Projections used to Generate Demand Analysis

Employment Projections, 1995 To 2015

The following section discusses Springfield employment data and employment projections to the year 2015. LCOG developed two methodologies to determine the 2015 employment projections. The first methodology uses the results of a Land Use Allocation Model created for the TransPlan. Land use allocation is a process in which estimated, future Eugene-Springfield Metro Area employment is allocated to available land on the Metro Area. This allocation separates future Springfield Employment from future Eugene employment.

Metro Area projections were derived from Lane County employment projections. Both the Lane County and the Metro Area projections were completed as part of the TransPlan. Individual employment projections were developed using a regression analysis, a technique for estimating long term trends. Total Lane County employment projections are estimated using multiple regression analysis.

The second method for determining 2015 employment essentially takes 1994 Springfield employment for each employment sector and applies the Lane County employment growth rates discussed previously. The difference is that the growth rates are applied to the Springfield area as opposed to the Lane County. The results of using this methodology were then compared to the Metro Area projections and were checked for accuracy.

In summary, the first Springfield employment projection methodology begins with Metro Area projections and predicts how much of that total employment will locate in Springfield, using the TransPlan Land Use Allocation methodology. The second methodology starts with recent, actual Springfield employment and projects that into the future, by multiplying by employment sector growth rates developed as part of TransPlan for the Lane County employment projections.

Table B-1. Projected Springfield and Metro Area Employment to 2015

Type of Employment	*Springfield Percent of Metro Employment*	*2015 Metro Projected Employment*	*2015 Springfield Projected Employment*
Manufacturing	*30.00%*	*25,850*	*7,755*
Lumber and Wood			2,521
Non-Lumber Durable			3,602
Food Products			282
Other Non-durable			1,350
Non-Manufacturing	*18.00%*	*127,030*	*22,870*
Trans/Comm/ Utilities	32.15%	4,950	1,591
Construction	29.00%	4,770	1,383
Wholesale	7.60%	5,930	451
Retail	24.70%	28,380	7,008
Services	14.46%	49,480	7,154
FIRE	16.08%	7,750	1,246
Education	16.11%	16,220	2,613
Government	14.89%	9,550	1,422
Total	20.03%	152,880	30,625

Source: LCOG, 1995

Table B-2 illustrates Springfield employment projections for the year 2015. The largest increases are expected to be in "Other Durable Goods", the "Major" and "General" and the Food Services industries. The only employment sector expected to show a decline in 2015 is in the lumber sector.

Table B-2. Springfield 2015 Employment Projections

Industrial Sector	*Existing 1992*	*Projected 2015*	*Future Employees*	*Percent Change*
Lumber	2,825	2,737	-88	-3.1%
Food	76	152	76	100.0%
Other Durable Goods	486	4,234	3,748	771.2%
Other Non Durable Goods	767	1,487	720	93.9%
Construction	867	1,190	323	37.3%
TCU	537	771	234	43.6%
Wholesale	555	787	232	41.8%
FIRE	689	1,333	644	93.5%
General	3,762	7,729	3,967	105.4%
Major	3,112	7,870	4,758	152.9%
Temp/Group	703	1,330	627	89.2%
Federal	314	318	4	1.3%
State & Local Government	984	1,326	342	34.8%
State & Local Education	1,412	1,847	435	30.8%
Mining	33	36	3	9.1%
Agriculture	243	243	0	0.0%
Other	7	7	0	0.0%
	17,372	33,397	16,025	92.2%

Source: Draft TransPlan, 1998, LCOG

The following tables illustrate the allocation of Springfield employees by plan designation, projected to 2015. **Table B-3** is by percentage and **Table B-4** is by number.

Table B-3. Allocation Percentages based on 1992 Existing Employment In the Eugene/ Springfield Metro Area Employment Distribution by Plan Designation

	MRC	CC	Edu-cation	LMI	CI	Gov't.	SHI	HI	LDR	MDR	HDR
Food Products	0%	15%	0%	65%	0%	0%	0%	15%	5%	0%	0%
Other Durable	0%	5%	0%	50%	25%	0%	0%	20%	0%	0%	0%
Other Non-durable	0%	25%	0%	30%	25%	0%	0%	20%	0%	0%	0%
Trans/Comm/ Utilities	0%	20%	0%	31%	20%	0%	0%	23%	4%	2%	0%
Construction	0%	22%	0%	35%	0%	0%	0%	10%	31%	2%	0%
Wholesale	1%	25%	0%	50%	1%	0%	0%	16%	5%	2%	0%
FIRE	2%	72%	0%	0%	0%	0%	0%	2%	7%	6%	11%
General	4%	60%	0%	5%	5%	0%	0%	1%	15%	7%	3%
Major	5%	60%	0%	8%	9%	0%	0%	3%	8%	6%	1%
Temp/ Group	0%	44%	0%	0%	0%	0%	0%	0%	39%	9%	8%

Source: LCOG, 1995

Table B-4. Allocation of Employees based on 1992 Existing Employment In the Eugene/ Springfield Metro Area

	MRC	CC	Edu-cation	LMI	CI	Gov't.	SHI	HI	LDR	MDR	HDR
Food Products	0	31	0	134	0	0	0	31	10	0	0
Other Durable	0	156	0	1558	779	0	0	623	0	0	0
Other Non-durable	0	146	0	175	146	0	0	117	0	0	0
Trans/Comm/ Utilities	0	211	0	327	211	0	0	242	42	21	0
Construction	0	114	0	181	0	0	0	52	160	10	0
Wholesale	0	0	0	0	0	0	0	0	0	0	0
FIRE	11	401	0	0	0	0	0	11	39	33	61
General	81	1218	0	102	102	0	0	20	305	142	61
Major	214	2569	0	342	385	0	0	128	342	257	43
Temp/ Group	0	121	0	0	0	0	0	0	107	25	22
Total	306	4967	0	2819	1623	0	0	1224	1005	488	187

Source: LCOG, 1995

Step 2: Employment Located on Commercial Land

Employment projections completed in Step 1 include both commercial and industrial employment. In Step 2, the employment that is projected to locate on commercial land is isolated. During this process, employment figures were converted from sector groups to plan designation groups.

Lane County Geographic Information System 1992 employment densities per acre were used to determine the employment density per acre for future employees. The actual data was modified to reflect policy for future development, illustrated in **Table B-5**.

Table B-5. Density/ Employee by Plan Designation

Plan Designation	*MRC*	*CC*	*Edu-cation*	*LMI*	*CI*	*Govt*	*SHI*	*HI*
Employee/ Acre	31.1	36.1	6.6	13.4	25.0	4.0	6.5	6.5
Total Acres	9.8	137.5						
Total Commercial Land Demand	147.4							

Source: LCOG, 1995

Step 3: Amount of Land Necessary to Support the Employment Growth

Dividing employment growth by the employee per acre ratios for each plan designation yields the total acres of land needed to support future development. Most employee per acre ratios to be used in this study were developed as part of the *TransPlan*. These ratios were based on actual data, adjusted for recent directions in local commercial development.

Table B-6. Allocation with Metro Percentage Springfield 2015 Employment Projections

Employment Sector	*Number Employees by Plan Designation*								
	MRC	*CC*	*LMI*	*CI*	*SHI*	*HI*	*LDR*	*MDR*	*HDR*
Food	0	31	134	0	0	31	10	0	0
Other Dur	0	156	1558	779	0	623	0	0	0
Other N-Dur	0	146	175	146	0	117	0	0	0
Construction	0	114	181	0	0	52	160	10	0
TCU	0	211	327	211	0	242	42	21	0
Wholesale	0	0	0	0	0	0	0	0	0
FIRE	11	401	0	0	0	11	39	33	61
General	81	1218	102	102	0	20	305	142	61
Major	214	2569	342	385	0	128	342	257	43
Temp/ Group	0	121	0	0	0	0	107	25	22
Total	306	4965	2818	1622	0	1225	1005	489	187
	Employment Densities by Plan Designation								
Employee/ Acre	31.1	36.1	13.4	25	6.5	6.5			
Total Acres	**9.85**	**137.55**	**210.31**	**64.89**		**188.40**	**611.00**		
Total Commercial Land Demand		**147.40**							

Source: LCOG, 1995

Appendix C: Sites with Plan/ Zone Conflicts

The following is a list of sites from the regional GIS database with Plan/ Zone conflicts. Rezoning should occur following the development of criteria, and on a site-by-site basis.

MAP	LOT	PLANDES	ZONING	MAP	LOT	PLANDES	ZONING
17032524	5200	C	HDR	17033641	600	C	HI
17032524	5300	C	HDR	17033641	500	C	HI
17032531	302	C	HDR	17023100	2802	C	HI
17032531	202	C	HDR	17023100	2800	C	HI
17032531	5500	C	HDR	17023100	2801	C	HI
17032531	2100	C	HDR	17023100	2900	C	HI
17032533	9500	C	HDR	17033641	300	C	HI
17032533	9600	C	HDR	17023100	3201	C	HI
17032531	2200	C	HDR	17023100	3100	C	HI
17032533	9902	C	HDR	17023100	3300	C	HI
17033622	300	C	HDR	17023100	3000	C	HI
17033632	2600	C	HDR	17023100	3001	C	HI
17033632	2601	C	HDR	17033641	2300	C	HI
17033631	3100	C	HDR	17023100	3200	C	HI
17033632	2700	C	HDR	17033642	7800	C	HI
17033631	3700	C	HDR	17033541	8000	C	HI
17033632	6500	C	HDR	17033541	8900	C	HI
17033541	7601	C	HDR	17033632	7700	C	HI
17033541	7900	C	HDR	17033632	7600	C	HI
17033632	6300	C	HDR	17033632	7500	C	HI
17032524	5100	C	LDR	17033632	7400	C	HI
17032513	500	C	LDR	17033632	7300	C	HI
17032624	1100	C	LDR	17033632	7204	C	HI
17032533	8400	C	LDR	17033632	7001	C	HI
17032534	402	C	LDR	17033632	7401	C	HI
17032534	401	C	LDR	17033632	7203	C	HI
17032533	8700	C	LDR	17033632	7202	C	HI
17032533	9200	C	LDR	17033632	7100	C	HI
17032533	8800	C	LDR	17033632	7200	C	HI
17032533	9300	C	LDR	17033632	7000	C	HI
17032743	5803	C	LDR	17033632	7101	C	HI
17032743	5400	C	LDR	17033632	6901	C	HI
17032743	5500	C	LDR	18020600	1004	C	HI
17032533	11300	C	LDR	17023122	700	C	LMI
17032533	11400	C	LDR	17023122	800	C	LMI
17032533	11500	C	LDR	17023232	1300	C	LMI
17032533	11600	C	LDR	17023242	101	C	LMI
17032534	6300	C	LDR	17033642	5300	C	LMI
17032533	12700	C	LDR	17033642	5400	C	LMI
17032533	12800	C	LDR	17033642	5900	C	LMI

Appendix C: Sites with Plan/ Zone Conflicts

The following is a list of sites from the regional GIS database with Plan/ Zone conflicts. Rezoning should occur following the development of criteria, and on a site-by-site basis.

MAP	LOT	PLANDES	ZONING	MAP	LOT	PLANDES	ZONING
17032524	5200	C	HDR	17033641	600	C	HI
17032524	5300	C	HDR	17033641	500	C	HI
17032531	302	C	HDR	17023100	2802	C	HI
17032531	202	C	HDR	17023100	2800	C	HI
17032531	5500	C	HDR	17023100	2801	C	HI
17032531	2100	C	HDR	17023100	2900	C	HI
17032533	9500	C	HDR	17033641	300	C	HI
17032533	9600	C	HDR	17023100	3201	C	HI
17032531	2200	C	HDR	17023100	3100	C	HI
17032533	9902	C	HDR	17023100	3300	C	HI
17033622	300	C	HDR	17023100	3000	C	HI
17033632	2600	C	HDR	17023100	3001	C	HI
17033632	2601	C	HDR	17033641	2300	C	HI
17033631	3100	C	HDR	17023100	3200	C	HI
17033632	2700	C	HDR	17033642	7800	C	HI
17033631	3700	C	HDR	17033541	8000	C	HI
17033632	6500	C	HDR	17033541	8900	C	HI
17033541	7601	C	HDR	17033632	7700	C	HI
17033541	7900	C	HDR	17033632	7600	C	HI
17033632	6300	C	HDR	17033632	7500	C	HI
17032524	5100	C	LDR	17033632	7400	C	HI
17032513	500	C	LDR	17033632	7300	C	HI
17032624	1100	C	LDR	17033632	7204	C	HI
17032533	8400	C	LDR	17033632	7001	C	HI
17032534	402	C	LDR	17033632	7401	C	HI
17032534	401	C	LDR	17033632	7203	C	HI
17032533	8700	C	LDR	17033632	7202	C	HI
17032533	9200	C	LDR	17033632	7100	C	HI
17032533	8800	C	LDR	17033632	7200	C	HI
17032533	9300	C	LDR	17033632	7000	C	HI
17032743	5803	C	LDR	17033632	7101	C	HI
17032743	5400	C	LDR	17033632	6901	C	HI
17032743	5500	C	LDR	18020600	1004	C	HI
17032533	11300	C	LDR	17023122	700	C	LMI
17032533	11400	C	LDR	17023122	800	C	LMI
17032533	11500	C	LDR	17023232	1300	C	LMI
17032533	11600	C	LDR	17023242	101	C	LMI
17032534	6300	C	LDR	17033642	5300	C	LMI
17032533	12700	C	LDR	17033642	5400	C	LMI
17032533	12800	C	LDR	17033642	5900	C	LMI

17032533	12900	C	LDR	17033642	6000	C	LMI
17032533	13000	C	LDR	17033500	207	C	LMI
17032534	6400	C	LDR	17023231	4001	C	LMI
17032534	6500	C	LDR	17023231	4000	C	LMI
17032544	2000	C	LDR	17032534	6600	C	MDR
17032534	5200	C	LDR	17023141	403	C	MDR
17032534	5300	C	LDR	17023141	402	C	MDR
17032533	14100	C	LDR	17023141	404	C	MDR
17032533	14200	C	LDR	17023131	6803	C	MDR
17032533	14300	C	LDR	17023142	5003	C	MDR
17032533	14400	C	LDR	17023142	4901	C	MDR
17032533	15800	C	LDR	17023142	5005	C	MDR
17032533	15900	C	LDR	17023131	6813	C	MDR
17032533	16000	C	LDR	17023142	4802	C	MDR
17033622	600	C	LDR	17023142	4701	C	MDR
17033631	1403	C	LDR	17023131	6703	C	MDR
17033541	8700	C	LDR	17023131	6806	C	MDR
17033641	1500	C	LDR	17023131	6805	C	MDR
17023142	113	C	LDR	17023131	6812	C	MDR
17023341	2503	C	LDR	17023131	5700	C	MDR
17023142	6600	C	LDR	17023131	6704	C	MDR
17023142	6700	C	LDR	17023142	5014	C	MDR
17023142	6800	C	LDR	17023142	4800	C	MDR
17023142	6900	C	LDR	17023142	5015	C	MDR
17023142	7001	C	LDR	17023142	5016	C	MDR
17023141	2805	C	LDR	17023142	5000	C	MDR
17023141	5200	C	LDR	17023142	4703	C	MDR
17023142	7000	C	LDR	17023131	6804	C	MDR
17023142	7100	C	LDR	17023142	5100	C	MDR
17023142	7600	C	LDR	17023141	2809	C	MDR
17023142	6801	C	LDR	17023141	2902	C	MDR
17023142	7501	C	LDR	17023141	2903	C	MDR
17023142	7401	C	LDR	17023141	2904	C	MDR
17023142	7500	C	LDR	17023131	6702	C	MDR
17023142	7400	C	LDR	17023141	2801	C	MDR
17023142	7200	C	LDR	17023232	3000	C	MDR
17023141	2806	C	LDR	17023231	3000	C	MDR
17023141	2804	C	LDR	17023131	5800	C	MDR
17023342	3300	C	LDR	17023231	3300	C	MDR
17023141	3200	C	LDR	17023141	2901	C	MDR
17033500	306	C	LDR	17023141	2800	C	MDR
17023332	6100	C	LDR	17023141	5700	C	MDR
17023344	1000	C	LDR	17023141	5600	C	MDR
17023344	1002	C	LDR	17023141	6700	C	MDR
17023344	1607	C	LDR	17023141	2808	C	MDR
17023344	1009	C	LDR	17023231	3106	C	MDR
17023344	1003	C	LDR	17023141	2807	C	MDR

17023344	1008	C	LDR	17023141	2905	C	MDR
17023344	1102	C	LDR	17023231	3100	C	MDR
17023344	1606	C	LDR	17023141	2803	C	MDR
17023344	1007	C	LDR	17023141	2906	C	MDR
17023344	1004	C	LDR	17023141	2907	C	MDR
17023344	1101	C	LDR	17023231	3600	C	MDR
17023344	1605	C	LDR	17023231	3105	C	MDR
17023344	1006	C	LDR	17023231	3102	C	MDR
17023344	1005	C	LDR	17023231	3104	C	MDR
17023344	1604	C	LDR	17023231	3103	C	MDR
17023344	1202	C	LDR	17023344	302	C	MDR
17023344	1203	C	LDR	17023344	201	C	MDR
17023344	1204	C	LDR	17023412	201	C	NC
17023344	1205	C	LDR	17023412	300	C	NC
17023344	1206	C	LDR	17033531	2200	C	PLO
17033524	15200	C	LDR/H	17033531	2300	C	PLO
17033524	15400	C	LDR/H	17033531	2400	C	PLO
17033524	15500	C	LDR/H	17033542	4600	C	PLO
17033524	15600	C	LDR/H	17023344	1300	C	PLO
17033524	15700	C	LDR/H	17023344	1307	C	PLO
17033513	12100	C	LDR/H	17033542	200	C	LDR/H
17033513	12200	C	LDR/H	17033542	3100	C	LDR/H
17033513	12400	C	LDR/H	17033542	3300	C	LDR/H
17033513	12500	C	LDR/H	17033542	3400	C	LDR/H
17033513	12600	C	LDR/H	17033542	3500	C	LDR/H
17033513	13000	C	LDR/H	17033542	3600	C	LDR/H
17033513	13100	C	LDR/H	17033542	3200	C	LDR/H
17033513	13200	C	LDR/H	17033622	4601	C	LDR/HS
17033513	13300	C	LDR/H	17033622	6100	C	LDR/HS
17033513	13400	C	LDR/H	17033542	1100	C	LDR/H
17033513	13500	C	LDR/H	17033542	1000	C	LDR/H
17033513	13600	C	LDR/H	17033542	900	C	LDR/H
17033513	13700	C	LDR/H	17033542	700	C	LDR/H
17033531	300	C	LDR/H	17033542	600	C	LDR/H
17033531	200	C	LDR/H	17033542	500	C	LDR/H
17033531	100	C	LDR/H	17033542	300	C	LDR/H
17033542	1300	C	LDR/H	17033542	100	C	LDR/H
17033542	1200	C	LDR/H	17033542	800	C	LDR/H

Tax Lots with MRC Zoning

MAP	LOT	PLANDES	ZONING	MAP	LOT	PLANDES	ZONING
17032542	200	C	MRC	17032542	1201	C	MRC
17032531	7701	C	MRC	17032542	1202	C	MRC
17032542	1601	C	MRC	17032542	1200	C	MRC
17032542	1501	C	MRC	17032541	700	C	MRC
17032531	7601	C	MRC	17032531	6900	C	MRC
17032531	7600	C	MRC	17032531	7000	C	MRC
17032542	300	C	MRC	17032531	2600	C	MRC
17032531	7400	C	MRC	17032531	2700	C	MRC
17032542	400	C	MRC	17032541	1200	C	MRC
17032542	500	C	MRC	17032534	4300	C	MRC
17032531	7300	C	MRC	17032500	801	C	MRC
17032542	600	C	MRC	17032534	4200	C	MRC
17032542	700	C	MRC	17032534	100	C	MRC
17032542	800	C	MRC	17032531	2500	C	MRC
17032542	900	C	MRC	17032543	605	C	MRC
17032531	7200	C	MRC	17032543	604	C	MRC
17032542	1000	C	MRC	17032534	4101	C	MRC
17032542	1100	C	MRC	17032541	500	C	MRC
17032531	7100	C	MRC	17032534	3900	C	MRC
17032541	1100	C	MRC	17032531	2300	C	MRC
17032541	1002	C	MRC	17032500	802	C	MRC
17032541	1000	C	MRC	17032500	201	C	MRC
17032541	1101	C	MRC	17032533	9903	C	MRC
17032541	1001	C	MRC	17032534	4401	C	MRC
17032541	900	C	MRC	17032533	9901	C	MRC
17032542	1400	C	MRC	17032533	9900	C	MRC
17032541	800	C	MRC	17032500	800	C	MRC
17032542	1300	C	MRC	17032533	10005	C	MRC
17032541	600	C	MRC	17032534	4502	C	MRC
17032533	10000	C	MRC	17032534	4800	C	MRC
17032533	10003	C	MRC	17032534	5000	C	MRC
17032533	10004	C	MRC	17032534	5100	C	MRC
17032534	3901	C	MRC	17032533	17000	C	MRC
17032533	10200	C	MRC	17032534	6700	C	MRC
17032533	10100	C	MRC	17032534	6800	C	MRC
17032534	4402	C	MRC	17032533	17200	C	MRC
17032533	16200	C	MRC	17032534	4900	C	MRC
17032533	16400	C	MRC	17032533	14500	C	MRC
17032533	16700	C	MRC	17032533	16100	C	MRC
17032534	4501	C	MRC	17033622	100	C	MRC
17032534	6200	C	MRC				
17032533	16800	C	MRC				
17032533	16500	C	MRC				
17032534	4500	C	MRC				
17032533	16900	C	MRC				

RESOLUTION NO. 00-13

A Resolution adopting the Springfield Commercial Lands Study as the policy document guiding the provision of commercial lands within the Springfield Urban Growth Boundary

WHEREAS, the City of Springfield recognizes the importance of providing commercial opportunities for the residents of Springfield, and

WHEREAS, Policy 32 of the Economic Element of the Eugene-Springfield Metropolitan Area General Plan requires that the City complete a Commercial Lands Study prior to the next major Plan update, and

WHEREAS, the Periodic Review Order issued to the metropolitan Springfield area by the Land Conservation and Development Commission specifies as a task the development of a Commercial Lands Study for Springfield, and

WHEREAS, the Springfield Commercial Lands Study was prepared pursuant to the provisions of OAR Chapter OAR 660-015-0000(9) and is consistent with the provisions of this applicable administrative rule as demonstrated in **Attachment A**, Staff Report and Findings hereby adopted by reference, and

WHEREAS, the Springfield Commercial Lands Study was reviewed by the Department of Land Conservation and Development prior to the City Council public hearing, and with incorporation of comments in **Attachment B**, found the Study to be consistent with the Periodic Review Order and Statewide Planning Goals, and

WHEREAS, the Springfield Committee for Citizen Involvement appointed a Citizen Advisory Committee to assist in the development of the Study, and

WHEREAS, the Study was provided to citizens, special interest groups, organizations and agencies and their comments are incorporated in the Study, and

WHEREAS, the Springfield Planning Commission conducted a public hearing on the Study on December 7, 1999, and forwarded the Study to the City Council with a recommendation for adoption, and

WHEREAS, notice of this public hearing was published in the Springfield News on January 22, 2000, and

WHEREAS, public testimony on this Study made at the public hearing was considered in the Council decision on this matter.

ATTACHMENT A
STAFF REPORT AND FINDINGS

APPLICANT

CITY OF SPRINGFIELD (Jo. No. 1999-11-289)

REQUEST

ADOPTION OF THE SPECIAL STUDY, SPRINGFIELD COMMERCIAL LAND STUDY

BACKGROUND

The SCLS implements Policy 32 of the Metro Plan Economic Element, "Conduct a Commercial Lands Study prior to the next major plan update" for the portion of the Metro area within the Springfield UGB.

The purpose of the Springfield Commercial Lands Study (SCLS) is to implement Policy 32 of the *Eugene-Springfield Metro Area General Plan* (*Metro Plan*) and update the commercial buildable lands inventory for the portion of the Metro Area within Springfield's urban growth boundary (UGB). The SCLS will help ensure that Springfield's long-term supply of land available for commercial development is adequate to meet the community's commercial economic development needs in terms of both quantity and quality.

The SCLS is a special study required by the Department of Land Conservation and Development (DLCD). DLCD has recommended City adoption of the SCLS and has stated that the document complies with the requirements of Statewide Planning Goal 9. The intent of Springfield's adoption of SCLS is to make no substantive changes to the Metro Plan or the Springfield Development Code, but to adopt the SCLS as a policy document that will implement future amendments to the City's guiding documents to implement commercial development reflective of the community's needs.

CRITERIA OF APPROVAL

SDC 8.030 specifies the criteria that must be met by the Springfield Planning Commission and City Council in reaching a decision to adopt a special study. Findings must be adopted by elected officials that demonstrate compliance with the specific criteria of approval in accordance with SDC 8.030; that the special study is consistent with **1) the Metro Plan, 2) applicable state statutes, and 3) applicable State-wide Planning Goals and Administrative Rules.**

SDC 8.030(1) THE METRO PLAN

The Metro Plan contains separate elements addressing areas such as housing, economics, transportation, and public facilities. The SCLS supports policies in several of these elements, which are addressed separately as following.

RESIDENTIAL LAND AND HOUSING ELEMENT

The Residential Land Use and Housing Study, adopted February 1999, updates the Residential Land Element of the Metro Plan. The Study has several policies that are supported with the policies and strategies from the SCLS. These are grouped into similar categories and addressed as follows:

Residential Density

Policy 9: "Promote higher density residential inside the urban growth boundary that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the urban growth boundary."

Policy 10: "Generally locate higher density residential development near employment or commercial services, in relationship to major transportation systems or within transportation-efficient nodes."

Policy 11: "Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities."

Policy 12: "Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on existing and historic neighborhoods."

Findings:

1. The SCLS is consistent with the Residential Land and Housing Study as the SCLS directs the City to encourage infill, higher intensity development, and redevelopment in strategic areas of the City that combines a mix of uses.

2. The SCLS contains policies that direct the City to invest capital improvements into identified areas suited to higher intensity development, and to increase the densities of commercial, residential and industrial (where appropriate) in these identified areas.

3. The SCLS contains policies that direct the City to develop design guidelines for Neighborhood Commercial development, to ensure compatibility and consistency of scale with existing neighborhoods.

Design and Mixed Use

Policy 21: "Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations."

Policy 22: "Reduce impacts of higher density residential and mixed use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations."

Findings:

1. The SCLS is consistent with the policies in the Residential Element that address design and mixed use. The SCLS promotes the application of a Mixed Use Zoning District, which will ensure a mix of higher density housing in conjunction with commercial and employment opportunities. Policy 3-A of the Study states, "Redesignate and rezone portions of industrial land or residential land within identified.... nodes to Mixed Use Commercial to achieve the objectives of the TransPlan, Transportation Planning Rule 12, and to incorporate higher intensity development in conjunction with residential and employment opportunities."

2. The SCLS promotes the compatibility between residential and commercial uses. The Study notes a trend towards greater use of the Neighborhood Commercial Zoning District in the future, to serve neighborhoods with convenient commercial services provided at a scale, which suits or complements the existing neighborhoods.

3. Specifically, Policy 10-A of the SCLS states "Adopt design guidelines for the Neighborhood Commercial Zoning District that assures neighborhood compatibility." The policies of the SCLS will assist in ensuring that neighborhood compatibility between residential and commercial uses is achieved.

ECONOMIC ELEMENT

The Economic Element of the Metro Plan contains guiding policies that are supported by the policies proposed in the SCLS. These are as follows:

Policy 6: "Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand." (p. III-B-5)

Finding: The SCLS supports policies in the Economic Element of the Metro Plan that direct the City to provide commercial land supplies proportional to the demonstrated demand. The Study directs the City through policies such as 1-A and 1-B to provide sufficient land to meet the future demand for commercial land.

Specifically, Policy 1-A states, "Maintain a mixed supply of large and small commercial sites through strategies such as rezoning or annexation to serve Springfield's future population". Policy 1-B states, "Ensure that an adequate amount of commercial land is designated in undeveloped identified nodes such as Jasper/Natron and McKenzie/Gateway, to accommodate a portion of the demand for commercial acreage, and to implement the policies and objectives of the *TransPlan*."

Policy 14: "Continue efforts to keep the Eugene and Springfield central business districts as vital centers of the metropolitan area." (p. III-B-5)

Finding: The SCLS contains policies and strategies to encourage redevelopment, which will assist in revitalizing downtown Springfield. The SCLS contains policies that encourage more intense development, and that make redevelopment more financially feasible for developers, also noting that public investment may need to be concentrated in areas where redevelopment is suitable, and rezoning recommended where appropriate.

Specifically, SCLS Policy 4-A states, "Facilitate redevelopment by adopting a combination of strategies which reduce barriers, streamline the approval process, provide incentives and reduce costs, thereby improving the market for higher intensity redevelopment."

Recommended implementation strategies such as a redevelopment workshop, and targeting specific areas for redevelopment and capital improvements will assist in revitalization and redevelopment of Springfield's downtown core and other areas of the City in need of assistance.

Policy 16: "Utilize processes and local controls which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion." (p. III-B-5)

Finding: The SCLS supports this policy by retaining the MRC zoning district to protect some of the remaining larger tracts of commercial land in the UGB, and by directing the City to investigate the aggregation of parcels along Main Street.

Policy 23: "Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion." (p. III-B-6)

Finding: The SCLS supports this Metro Plan policy by directing the City to increase the intensity and mix of uses within appropriate areas by applying a Mixed Use Zoning District within the areas, to achieve the objectives of nodal development. The Mixed Use District will provide guidelines to ensure that various uses are compatible.

Policy 27: "Eugene, Springfield, and Lane County shall improve monitoring of economic development and trends...." (p. III-B-6)

Finding: The SCLS is consistent with this Metro Plan policy by recommending the City implement a monitoring system that tracks the absorption of commercial land by acreage as it is developed, and that this data is available on an ongoing basis.

Policy 32: "Conduct a Commercial Lands Study prior to the next major plan update."

Finding: The SCLS supports Policy 32 of the Metro Plan as it completes this task for the Springfield UGB.

Policies 22, 28, and 29 of the Economic Element relate specifically to Neighborhood Commercial development and will be addressed together.

Policy 22: "Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods." (p. III-B-6)

Policy 28: "Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood." (p. III-B-6)

Policy 29: "Encourage the expansion or redevelopment of existing neighborhood commercial facilities as surrounding residential densities increase or as the characteristics of the support population change." (p. III-B-6)

Findings:

1. The SCLS supports increasing the amount of neighborhood commercial developments within existing neighborhoods by providing implementation strategies that direct the City to develop design guidelines for Neighborhood Commercial Zoning District. Policy 10-A of the Study states, "Adopt design guidelines for the Neighborhood Commercial Zoning District that assures neighborhood compatibility." (p. 40)

2. The SCLS promotes the compatibility between residential and commercial uses. The Study notes a trend towards greater use of the Neighborhood Commercial Zoning District in the future, to serve neighborhoods with convenient commercial services provided at a scale which suits or complements existing neighborhoods.

ENVIRONMENTAL RESOURCES ELEMENT

The SCLS contains policies that are consistent with those in the Environmental Resources Element of the Metro Plan that pertain to commercial development. These are addressed together as follows:

Policy 18: "Local governments shall develop plans and programs which carefully manage development on hillsides and in water bodies, and restrict development in wetlands in order to protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas." (p. III-C-9)

Policy 20: "In order to improve water quality and quantity in the metropolitan area, local governments shall consider developing regulations or instituting programs to:

- **b. improve management of industrial and commercial operations to reduce negative water quality and quantity impacts;**
- **c. regulate site planning for new development and construction to better control drainage and erosion and manage storm runoff;**
- **d. increase storage and retention of storm runoff to lower and delay peak storm flows." (p. III-C-10)**

Findings: The SCLS is consistent with the policies pertaining to natural resource protection contained in the Environmental Resources Element of the Metro Plan. Although commercial land is valuable and scarce in the Springfield UGB, the City will continue to comply with federal and state mandates and implement provisions for protection of natural resources, not only to comply with these mandates, but also to improve the quality of these natural resources as urban development continues. Policy 7-A of the Study states, "Facilitate more efficient use of commercial land by allowing on-site methods of stormwater pretreatment that use less of the developable portion of commercial land, within the parameters of state and federal mandates". The City will continue to require on-site stormwater treatment facilities where applicable.

TRANSPORTATION ELEMENT

Policy 2 of the Transportation Element of the Metro Plan is supported by the policies in the SCLS, discussed as follows:

Policy 2: "The following recommendations are, from a transportation standpoint, geared toward reducing transportation energy demand and improving opportunities for using alternative modes, such as urban public transit, bicycle, pedestrian, and paratransit. These recommendations stress the need to increase residential densities and to locate places of employment and residences in proximity to on another.

- **a. Growth of downtown Eugene and Springfield as commercial, residential, civic, and employment centers shall be encouraged.**
- **e. Existing employment centers shall be encouraged to grow and diversify by allowing and concentrating new commercial, governmental, and light industrial uses, where appropriate, in those centers.**
- **f. Development and redevelopment shall be encouraged in designated areas which are relatively well served by the existing or planned urban transit system.**

Finding: The SCLS supports the strategies from the Transportation Element of the Metro plan, by encouraging compact urban development.

Specifically, Policy 3-A of the Study states, "Redesignate and rezone portions of industrial land or residential land within identified Employment Center, Neighborhood Center, or Commercial Center nodes to Mixed Use Commercial to achieve the objectives of TransPlan, Transportation Planning Rule 12, and to incorporate higher intensity development in conjunction with residential and employment opportunities."

CONCLUSION

The following sections of the Metro Plan have been cited above: Residential Lands and Housing Element policies, Economic Element policies, Environmental Resources policies, and the Transportation Element policies. The preceding analysis confirms the consistency of the SCLS with the Metro Plan.

SDC 8.030 (2) APPLICABLE STATE STATUTES

The intent of Springfield's adoption of the SCLS has been to make no amendments or substantive changes to the Metro Plan or the Springfield Development Code; however, policies and implementation strategies will be adopted with the Study that instruct the City to

SDC 8.030 (3) APPLICABLE STATE-WIDE PLANNING GOALS AND ADMINISTRATIVE RULES

Goal 1 Citizen Involvement: "To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."

Goal 1 is intended to ensure that citizens are involved in all stages of the planning process. The following summarizes the major citizen involvement opportunities in the development of the SCLS:

1. Springfield citizens were involved throughout the process of completing the SCLS. A Citizen Advisory Committee (CAC) met regularly to review and discuss issues regarding the state of Springfield's commercial land. The CAC was mainly representative of commercial real estate developers and representatives of Springfield's Planning Commission and City Council. The CAC met from the beginning of the SCLS in summer, 1995 through the year 1999. The CAC provided valuable input, which was critical to the development of practical, realistic policies and implementation strategies.

3. A public hearing was held before the Springfield Planning Commission on December 7, 1999. A public hearing before the Springfield City Council will be held February 7, 2000.

4. All written comments received were incorporated into the record.

Finding: Springfield's adoption of the SCLS is consistent with and follows the procedures outlined in the Springfield Code pertaining to citizen involvement, thus conforming to establish citizen involvement procedures consistent with Goal 1.

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

Finding: Springfield's adoption of the SCLS is consistent with Statewide Planning Goal 2 because it establishes policy framework for future land use decisions pertaining to commercial development.

Goal 3 Agricultural Land: "To preserve and maintain agricultural lands."

There are no lands designated for agricultural use in Springfield.

Finding: Goal 3, Agricultural Land, does not apply because there are no lands designated for agricultural use in Springfield.

Goal 4 Forest Land: "To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water and fish and wildlife resources and to provide for recreational opportunities and agriculture."

There are no lands designated for forest use in Springfield.

Finding: Goal 4, Forest Land, does not apply because there are no lands designated for forest use in Springfield.

Goal 5 Open Spaces, Scenic And Historic Areas, And Natural Resources: "To conserve open space and protect natural and scenic resources."

Finding: Springfield's adoption of the SCLS does not change Goal 5 inventoried resources and thus does not affect compliance with Goal 5.

Goal 6 Air, Water And Land Resources Quality: "To maintain and improve the quality of the air, water and land resources of the state."

Finding: Springfield's adoption of the SCLS does not substantively change air, water, and land quality in Springfield and thus does not affect compliance with Goal 6.

Goal 7 Areas Subject To Natural Disasters And Hazards: "To protect life and property from natural disasters and hazards."

Finding: Springfield's adoption of the SCLS does not change Goal 7 inventoried areas subject to natural disasters and hazards and thus does not affect compliance with Goal 7.

Goal 8 Recreational Needs: "To satisfy the recreational needs of citizens of the state, visitors, and where appropriate, provide for siting of necessary recreational facilities including destination resorts."

Finding: Springfield's adoption of the SCLS does not substantively change the need for the City's recreational needs and thus does not affect compliance with Goal 8.

Goal 9 Economy Of The State: "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens."

Finding: The SCLS is in compliance with all requirements of Goal 9, Economic Development, as noted by DLCD in Attachment C of this report.

Goal 10 Housing: "To provide for the housing needs of the citizens of the state."

Finding: Springfield's adoption of the SCLS does not substantively change the need to provide housing and thus does not affect compliance with Goal 10.

Goal 11 Public Facilities And Services: "To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."

Finding: Springfield's adoption of the Commercial Lands Study does not substantively change the public facilities element at this time.

Goal 12 Transportation: "To provide and encourage a safe, convenient, and economic transportation system."

Finding: The SCLS supports Goal 12 provisions because it contains policies and strategies that support the concept of nodal development, which reduces the reliance on the automobile and provides more compact urban development.

Goal 13 Energy Conservation: "To conserve energy."

Goal 13 encourages land use patterns that allow people to live, work, shop, and recreate in the same geographic area. The SCLS encourages a mixed-use development pattern that accommodates industrial, commercial, and residential in the same area. These mixed use areas along transit lines promote energy conservation through the use of transit services and smaller-scale commercial.

Finding: Springfield's adoption of the SCLS does not substantively affect the conservation of energy and thus does not affect compliance with Goal 13.

Goal 14 Urbanization: "To provide for an orderly and efficient transition from rural to urban land use."

Finding: Springfield's adoption of the SCLS does not substantively affect the transition from rural to urban land and thus does not affect compliance with Goal 14.

Goal 15 Willamette River Greenway: "To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette Greenway."

Finding: Springfield's adoption of the SCLS does not substantively affect the Willamette River Greenway and thus does not affect compliance with Goal 15.

Goal 16 Estuarine Resources: "To recognize and protect the unique and environmental, economic, and social values, diversity and benefits of Oregon's estuaries."

Finding: Goal 16, Estuarine Resources, does not apply because there are no lands designated for estuarine resources in the Springfield UGB.

Goal 17 Coastal Shorelands: "To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and

To reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands."

Finding: There are no lands designated for coastal shorelands in the Springfield UGB and thus the adoption of the SCLS does not affect compliance with Goal 17.

Goal 18 Beaches and Dunes: "To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and

To reduce the hazard to human life and property from natural or man-induced actions associated with these areas."

Finding: Goal 18, Beaches and Dunes, does not apply because there are no lands designated for beaches and dunes in the Springfield UGB.

Goal 19 Coastal Resources: "All local, state, and federal plans, policies, projects, and activities which affect the territorial sea shall be developed, managed and conducted to maintain, and where appropriate enhance and restore, the long-term benefits derived from the nearshore oceanic resources of Oregon. Since renewable ocean resources and uses, such as food production, water quality, navigation, recreation, and aesthetic enjoyment, will provide greater long-term benefits that will nonrenewable resources, such plan and activities shall give clear priority to the proper management and production of renewable resources."

Finding: Goal 19, Ocean Resources, does not apply because there are no lands designated for ocean resources in the Springfield UGB.

APPLICABLE ADMINISTRATIVE RULES

The SCLS complies with the requirements of OAR 660-15-000(9), and recommends policies that comply with OAR 660-012-045, the Transportation Planning Rule, as well.

Finding: The SCLS is in compliance with the applicable administrative rules.

CONCLUSION

The following applicable Statewide Goals have been cited: 1, 2, 9, 11, 12, 13, and OAR 660-15-0000(9) and OAR 660-12-045. The preceding analysis confirms the consistency of the SCLS with the Statewide Goals and Administrative Rules.

RECOMMENDATION/ REQUESTED ACTION

The Land Conservation and Development Commission has recommended City adoption of the SCLS and has stated that the document complies with the requirements of Statewide Planning Goal 9. The intent of Springfield's adoption of SCLS is to make no substantive changes to the Metro Plan or the Springfield Development Code, but to adopt the SCLS as a policy document that will implement future amendments to the City's guiding documents to encourage responsible commercial development.

The SCLS has been found to be in compliance with SDC 8.030 criteria: **1) the Metro Plan, 2) applicable state statutes, and 3) applicable Statewide Planning Goals and Administrative Rules.**

Staff recommends that the City Council adopt the SCLS for these reasons.

ATTACHMENT B

List of Changes to the Draft based on DLCD Comments

- p. 8: Added footnote for redevelopment determination methodology.
- p. 10: Added footnote: Table 2-1 should be revisited and updated every few years.
- p. 13: Added section on the positive benefits of redevelopment:

Benefits and Barriers to Redevelopment ~~and Associated Barriers~~

Statewide Planning Goal 9 requires that commercial land studies include an inventory of redevelopable commercial land in the total developable commercial land inventory. Redevelopment can enhance and revitalize depressed older neighborhoods, focus development in core areas, and can preserve land while accommodating growth.

- p. 14: Under number 5, revised to reflect the new fee schedule, which is pro-rated for smaller sites as the schedule assesses a greater site plan review fee for larger developments with more impervious surface.

5. ~~Fees and charges for development review are not pro-rated for the size of the development. For instance, the Site Review fee is as expensive for a large building than for a smaller development. Consequently,~~ t The development of infill lots or smaller sites is often not financially feasible given the costs of development in relation to the future income generated. To achieve smaller-scale commercial development, the City must encourage it by offering financial incentives for redevelopment, and by removing barriers in the SDC for the development of smaller lots.

- p. 18: Added language linking revitalization of Downtown and redevelopment:

While extensive redevelopment has not been evidenced over the past planning period, a greater focus on infill strategies will improve the market for redevelopment. It is also important to remember that there is a qualitative component to the Study, aside from the quantitative. For this reason, it is important for the City to aggressively pursue strategies to encourage redevelopment, and to establish policies that ensure more intensive, efficient use of commercial land, and to establish a system for identifying industrial and residential parcels suited for redesignation and rezoning. Current efforts to revitalize Downtown Springfield, combined with the lack of vacant commercial land may result in an intensive focus on redevelopment and rehabilitation of older properties in the future.

Oregon
John A. Kitzhaber, M.D., Governor

Department of Land Conservation and Development
635 Capitol St. NE, Suite 200
Salem, Oregon 97301-2540
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Web Address: http://www.lcd.state.or.us

January 27, 2000

Susanna Julber
Planning Division
Springfield Development Services Department
225 Fifth Street
Springfield, Oregon 97477

Subject: **Draft Commercial Lands Study / Comments**

Dear Susanna:

Thank you for yours and Mel Oberst's time yesterday to discuss the City of Springfield's draft commercial lands study. The department appreciates the hard work you, city staff and citizens have put into the study.

As a whole, the department finds that the November, 1999 draft is complete and will comply with the requirements of Goal 9 - Economic Development when locally adopted. During yesterday's discussion, we commented on several minor improvements that could be made to the final plan. I trust that you will pass these on for local consideration before final adoption.

Again, congratulation on work well done. If you have any questions, do not hesitate to call me at 503/373-0050 ext. 224.

Sincerely,

Mark Radabaugh
Willamette Valley Urban Representative

c: Carol Hinkel, LCOG
Periodic Review file: *Brenda Cansler*

- p. 18: Paragraph 2, "Traditionally, ~~o~~Overestimating the amount of commercial land can create a surplus, encouraging low intensity, inefficient development patterns~~, but also ensures greater choice in the market~~.

- Beginning on p. 23, where the phrase "Asian Crisis" occurred, it was changed to "Asian economic downturn".

- p. 32: under the Discussion section of "New Commercial Development", the word "north" was added to west, describing the migration of the population:

  Population and employment forecasts indicate that while rapid growth rates are expected to level off, the U.S. population is expected to continue to move north and west, attracted by a strong combination of jobs, wages, quality of life, and cost of living.

- p. 32: Under the same section, the growth rate of 1.5 percent was changed to 1.7 percent:

  The population of the Metro Area is expected to grow at an average annual rate of 1.~~5~~7 percent per year, generating a population between 291,000 and 311,000 by the year 2015.

RESOLUTION NO. ~~09-58~~ 10-03

A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ADOPTING THE DRAFT SPRINGFIELD COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS INVENTORY, ECONOMIC OPPORTUNITIES ANALYSIS, ECONOMIC DEVELOPMENT OBJECTIVES AND IMPLEMENTATION STRATEGIES AS PART OF THE SPRINGFIELD 2030 REFINEMENT PLAN PURSUANT TO LCDC'S ECONOMIC DEVEVLOPMENT GOAL AND RULE IN ORDER TO CARRY OUT MANDATE OF 2007 OR LAWS CHAPTER 650 REQUIRING SPRINGFIELD TO ESTABLISH ITS OWN URBAN GROWTH BOUNDARY PURSUANT TO STATEWIDE LAND USE GOALS.

WHEREAS, in 2007 the Oregon Legislature passed and the Governor signed into law 2007 Or Laws Chapter 650, codified as ORS 197.304 and commonly known as "House Bill 3337; and

WHEREAS, HB 3337, as codified, provides as follows:

197.304 Lane County accommodation of needed housing. (1) Notwithstanding an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. The city shall, separately from any other city:

(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and

(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.

(2) Except as provided in subsection (1) of this section, this section does not alter or affect an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions adopted by Lane County or local governments in Lane County. [2007 c.650 §2]

Note: Section 3, chapter 650, Oregon Laws 2007, provides:

Sec. 3. A local government that is subject to section 2 of this 2007 Act [197.304] shall complete the inventory, analysis and determination required under ORS 197.296 (3) to begin compliance with section 2 of this 2007 Act within two years after the effective date of this 2007 Act [January 1, 2008],[2007 c.650 §3]; and

WHEREAS, the City of Springfield has commissioned a Commercial and Industrial Buildable Lands Study (CIBL) to outline Springfield's employment land needs for the next 20 years as part of Springfield 2030 Refinement Plan pursuant to LCDC's Economic Development goal and rule in order to carry out mandate of 2007 Or Laws Chapter 650 requiring Springfield to separately establish its own urban growth boundary pursuant to statewide land use goals; and

WHEREAS, the components of the Commercial and Industrial Buildable Lands Study (CIBL) are a Commercial and Industrial Buildable Lands Inventory, an Economic Opportunities Analysis and Economic Development Objectives and Implementation Strategies; and

WHEREAS, the Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and Economic Development Objectives and Implementation Strategies are necessary components of Springfield's UGB determination;

WHEREAS, local adoption of the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and Economic Development Objectives and Implementation Strategies is an interim step towards establishing Springfield's own urban growth boundary pursuant to statewide land use goals; and

WHEREAS, the initial stage does not include adoption or amendment of an urban growth boundary or amendment to any comprehensive plan policies or designations; and

WHEREAS, the remaining steps required by HB 3337 and ORS 196.296 and state land use goals require consideration of a variety of legal, policy, and factual issues before adoption of a final inventory, analysis, and determination of capacity; and

WHEREAS, the formal adoption of the Draft Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and Economic Development Objectives and Implementation Strategies by a resolution recognizes the nonfinal nature of this preliminary step; and

WHEREAS, the final decision on adoption of the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis shall be made by the Springfield City Council and the Lane County Board of Commissioners as the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis is incorporated into the Springfield 2030 Refinement Plan, a refinement plan of the Eugene-Springfield Metro Plan. Subsequent action in compliance with HB3337 to establish a separate urban growth boundary for Springfield may rely in part on this document, a variation of this document, or entirely new documentation. The adoption of a UGB is an iterative process, and depending on how the record develops, the background assumptions, analysis and determinations in the attached Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis may change; and

WHEREAS, the City of Springfield commissioned ECONorthwest to prepare a Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis outlining Springfield's employment needs for the next 20 years; and

WHEREAS, Springfield has conducted the Commercial and Industrial Buildable Lands Study planning process to date in a manner consistent with Statewide Planning Goals 1 and 2, and evidence of the citizen involvement and intergovernmental coordination processes thus far is fully documented in the public record: application file number LRP2007-00031; and

WHEREAS, timely and sufficient notice of the public hearing, pursuant to Springfield Development Code Section 5.2-115, has been provided; and

WHEREAS, the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis is consistent with 2007 Or Laws Chapter 650, State Economic Development Planning Goals and Rules OAR 660-0015, OAR 660-009-0020, OAR 660-009-0025 as amended by LCDC in 2007, and applicable comprehensive plan policies. While not explicitly required by Or Laws 2007 Chapter 650, the Commercial and Industrial Buildable Lands Study supplements the residential lands determination required by Or Laws 2007 Chapter 650 by evaluation of the additional buildable lands necessary for the establishment of an urban growth boundary; and

WHEREAS, on December 15, 2009, a public hearing on the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis was held before the City of Springfield Planning Commission. The oral testimony, letters received, written submittals of the persons testifying at the hearing, and the public record for Springfield Development Services Department file # LRP2007-00031 have been considered and hereby are incorporated into the record for this proceeding; and

WHEREAS, on December 15, 2009, the Planning Commission forwarded a unanimous recommendation to the City Council to approve the determination set forth in the Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis, as presented in Case No. LRP2007-00031; and

WHEREAS, on the basis of this record, the proposed Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis as submitted is consistent with the criteria of 2007 Or Laws Chapter 650, State Economic Development Planning Goals and Rules OAR 660-0015, OAR 660-009-0020, OAR 660-009-0025 as amended by LCDC in 2007, and applicable comprehensive plan policies.

NOW THEREFORE BE IT RESOLVED, that the Common Council of the City of Springfield hereby declares its intention as follows:

Section 1: The Common Council of the City of Springfield provisionally adopts, subject to further public input, refinement, correction, and revision, pending completion of the HB 3337 process, the determinations set forth in the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis, as submitted and revised in the course of these proceedings presented herein at (Case No. LRP 2007-00031), and attached hereto as Exhibit "A."

ADOPTED by the Common Council and approved by the Mayor of the City of Springfield, Oregon, this 19th day of January, 2010. by a vote of 5 for and 0 against (1 Absent - Leezer)

Mayor

Amy Sowa
ATTEST:

REVIEWED & APPROVED
AS TO FORM
DATE: 1/12/10
OFFICE OF CITY ATTORNEY

 RESOLUTION NO. ~~09-58~~ 10-03

City of Springfield:

Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis

Prepared for

City of Springfield

by

ECONorthwest
99 W. Tenth, Suite 400
Eugene, OR 97401
(541) 687-0051

Draft Report

September 2009

Written by:

Robert Parker, Project Director

Beth Goodman, Project Manager

Whit Perkins, Research Assistant

Date submitted: September 2009

ECO Project Number 7139

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Acknowledgements

Numerous people contributed to the completion of the Springfield economic opportunities analysis. We would like to acknowledge the hard work of the project Steering Committee, Technical Advisory Committee, and City of Springfield Staff.

Steering Committee

The Steering Committee provided community and business input in the economic opportunities analysis. The Steering Committee provided guidance on developing Springfield's economic development strategy and provided input on assumptions used in the economic opportunities analysis. Steering Committee members included: City of Springfield elected or appointed officials, local business owners and business people, land-use advocacy groups, and residents of Springfield.

Lee Beyer, Planning Commissioner, Committee Co-Chair
Dan Egan, Executive Director, Springfield Chamber of Commerce, Committee Co-Chair
Naomi Campollo, Springfield High School Student
Philip Farrington, Director, Land Use Planning & Development, PeaceHealth
George Grier, Board Member, Lane County Farm Bureau
Brianna Huber, Thurston High School Student
Mike Kelly, Springfield citizen
Johnny Kirschenmann, Planning Commissioner
Mayor Sid Leiken
Donna Lentz, Springfield citizen
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Doug McKay, McKay Commercial Properties LLC
Eve Montanaro, Watershed Coordinator, Middle Fork Willamette Watershed Council
Don OldenBurg, Symantec
Lauri Segel, Planner. Goal 1 Coalition
Tim Stokes, Local business owner
Guy Weese, Board Member Emerald Empire Art Association
Kari Westlund, Executive Director, Convention Visitors Association of Lane County
Steven Yett, Paramount Center, LLC.
Richard Boyles, as alternate to Kari Westlund
Jim Welsh, JD Welsh Company as alternate to Dave Mara

Technical Advisory Committee

The Technical Advisory Committee (TAC) provided technical input in the economic opportunities analysis. The TAC included representatives from the City of Springfield Public Works Department, local service agencies, and State agencies.

Mary Bridget Smith, Attorney, City of Springfield Attorney's Office
Ken Vogeney, City Engineer, City of Springfield Engineering
Matt Stouder, Engineering Supervisor, City of Springfield Engineering
Len Goodwin, Assistant Public Works Director, City of Springfield Public Works
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John Tamulonis, Community Development Manager, Springfield Economic Development Agency
Courtney Griesel, Planner, Springfield Economic Development Agency
Ed Moore, Field Representative, Department of Land Conservation and Development
Jason Dedrick, Associate Planner, Eugene Planning Department
Stephanie Shultz, Planner, Lane County Planning Department
Jack Roberts, Executive Director, Lane Metro Partnership
Chuck Gottfried, Assistant Manager, Metropolitan Wastewater Commission
George Walker, Stormwater Facilities Planner, Metropolitan Wastewater Commission,
David Helton, Transportation/Land Use Planner, Oregon Department of Transportation
Bob Warren, Business Development Officer, Oregon Economic & Community Development Department
Jeff DeFranco, Director of Communications and Facilities, Springfield School District
Will Lewis, Springfield School District
Robert Linahan, General Manager, Springfield Utility Board
Greg Hyde, Planning and Development Manager, Willamalane Parks and Recreation District

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Executive Summary

This report presents an Economic Opportunities Analysis (EOA) for the City of Springfield consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). A goal of this project is to establish a clear economic development direction that identifies the city's strengths and opportunities, and its position in the broader Southern Willamette Valley region. This project will facilitate employment opportunities and job creation in Springfield by identifying industrial/employment land needs and developing an economic development strategy aimed at selected target industries.

WHAT IS SPRINGFIELD'S ECONOMIC DEVELOPMENT VISION?

Springfield is a business-oriented city. The City is undergoing revitalization, with on-going redevelopment efforts in Downtown and Glenwood, and the recent opening of the hospital at RiverBend. The City's vision for economic growth over the next 20-years combines sustaining existing businesses and helping them expand and embracing a broad variety of new opportunities for growth.

The economic development strategy for Springfield can be summarized as follows:

(1) Facilitate the redevelopment of Downtown Springfield and Glenwood through strategic infrastructure and other investments from programs such as urban renewal and planning for redevelopment.

(2) Provide sites with a variety of site characteristics to meet both commercial and industrial economic opportunities, including providing sites that are available for relatively fast development. This includes providing large sites for major employers.

(3) Use land within the existing urban growth boundary efficiently, through promoting redevelopment, infill development, and dense development in nodal areas. The study assumes that 52% of new employment during the planning period will locate on lands that are already developed.

(4) Provide infrastructure efficiently and fairly by coordinating capital improvement planning with economic development planning.

(5) Support and assist existing businesses within Springfield by assessing what help businesses need and developing programs to respond to business needs.

(6) Attract and develop new businesses, especially those related to regional business clusters. The City would like to build on the developing health care cluster, promote development of high-tech businesses, and attract sustainable businesses.

(7) Maintain flexibility in planning through providing efficient planning services and developing flexible planning policies to respond to the changing needs of businesses.

This is a brief summary of Springfield's economic development strategy. Chapter 3 of this report provides more detail on Springfield's comparative advantages and target industries; the Springfield Economic Development Strategy (under separate cover) articulates the City's economic development vision.

TARGET INDUSTRIES

An analysis of growth industries in Springfield should address two main questions: (1) Which industries are most likely to be attracted to the Eugene-Springfield area? and (2) Which industries best meet Springfield's economic objectives? The types of industries that Springfield wants to attract have the following attributes: high-wage, stable jobs with benefits; jobs requiring skilled and unskilled labor; employers in a range of industries that will contribute to a diverse economy; and industries that are compatible with Springfield's community values.

The characteristics of Springfield will affect the types of businesses most likely to locate in Springfield. Springfield's attributes that may attract firms are: the City's proximity to I-5, high quality of life, proximity to the University of Oregon, the presence of the RiverBend campus, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities. Table S-1 summarizes target industries for Springfield during the 2010 to 2030 planning period.

Table S-1. Target industries, Springfield, 2010-2030

Target Industry	Types of firms	Attraction to Springfield
Medical Services	Medical firms, medical research firms, and other professional services	Development of a medical cluster at RiverBend
Services for seniors	Health services that provide services to older people, such as assisted living facilities or retirement centers	Aging population and presence of RiverBend Hospital
Small Scale Manufacturing	Manufacturers of: medical equipment, high-tech electronics, recreational equipment, furniture manufacturing, specialty apparel, and other specialty manufacturing	Labor force, existing businesses, land availability, proximity to natural resources
Call Centers	Call centers	Existing call center cluster and trained labor force
Back-Office Functions	Back-office functions include administrative functions, such as accounting or information technology	High quality of life, available and trained labor force, and relatively low wages
Tourism	Industries that serve tourists, such as food services and accommodations	Outdoor recreational opportunities and regional events such as the Olympic Track and Field trials, the Oregon Country Fair, or the University of Oregon Bach Festival
Specialty Food Processing	Food processing firms, such as those that specialize in organic or natural foods or wineries	Proximity to agricultural resources
High-Tech	The types of firms range from high-tech manufacturing to data centers to software development	Access to highly educated labor, access to comparatively inexpensive electricity, and high quality of life
Professional and Technical Services	Engineering, research, medical-related professionals, and other professional services that are attracted to high-quality settings	Access to highly educated labor and high quality of life
Green businesses	Green construction firms, organic food processing, sustainable logging and/or lumber products manufacturing, or alternative energy production	Access to highly educated labor, access to natural resources, and high quality of life
Corporate Headquarters	Corporate headquarters	High quality of life, location along I-5, and availability of educated workers
Services for Residents	Retail and government services, especially education	Growing population

COMPARISON OF LAND CAPACITY AND DEMAND

This section presents an analysis of land availability and capacity for employment uses in Springfield. The key conclusions in this section are:

(1) **The majority of employment growth in Springfield will not require vacant land.** The analysis concludes that that 52% of new employment would not require vacant land, consistent with the City's economic development strategies to encourage redevelopment, especially in Downtown and Glenwood. This portion of employment addresses the OAR 660-024-0050 requirements that the City consider "land use efficiency measures" prior to expanding the UGB. The EOA does not describe the specific policies the City will adopt to achieve this level of infill and redevelopment. Those policies, however, will be adopted as part of the City's overall UGB justification.

(2) **Springfield will need employment land with characteristics that cannot be found within the existing UGB.** The City will need 17 sites with about 640 acres of industrial and other employment land on sites five acres and larger that cannot be accommodated within the existing UGB.

Table S-2 shows a comparison of land supply and need in terms of sites by site size, based on the analysis of potential growth industries in Springfield in Chapter 4. The results show that Springfield has a deficit of about 6 industrial sites and 44 commercial and mixed use sites.

Table S-2. Comparison of vacant land supply and site needs, industrial and other employment land, Springfield UGB, 2010-2030

	Site Size (acres)						
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total
Buildable Land Inventory							
Vacant							
Industrial	72	24	20	12	0	0	128
Commercial and Mixed Use	104	14	6	4	0	0	128
Redevelopable							
Industrial	122	28	31	5	1	0	187
Commercial and Mixed Use	305	20	15	0	0	0	340
Total Buildable Sites							
Industrial	194	52	51	23	1	0	321
Commercial and Mixed Use	409	34	21	4	0	0	468
Site Needs							
Needed sites							
Industrial	5	7	13	16	4	3	48
Commercial and Mixed Use	220	53	35	14	1	0	323
Surplus (deficit) of sites							
Industrial	**189**	**45**	**38**	**7**	**(3)**	**(3)**	**273**
Commercial and Mixed Use	**189**	**(19)**	**(14)**	**(10)**	**(1)**	**0**	**145**

Source: ECONorthwest.

Converting from the site needs shown in Table S-2 to an estimate of land needs requires making assumptions about average site sizes needed in Springfield. Table S-3 shows average site for needed sites in Springfield.

Table S-3. Average size of needed sites, Springfield UGB

	Site Size (acres)					
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50
Industrial	0.5	1.5	3.0	15.0	50.0	100.0
Commercial and Mixed Use	0.3	1.5	3.0	15.0	40.0	50.0

Source: ECONorthwest

Table S-4 shows total sites needed (from Table S-2) and total land need (based on number of sites needed in Table S-2 and average site size in Table S-3). The results show that Springfield has a deficit of the following land types for the 2010 to 2030 period:

- **Industrial land.** Springfield has a **need for 450 acres** of industrial land on six sites. Springfield has a need for three 50 acre sites, and need for three 100 acre sites. In the context of this study, industrial uses means any major employer that would be allowed in an industrial land designation (e.g., campus industrial, light-medium industrial, light-medium industrial mixed use, heavy industrial, or special heavy industrial).

- **Commercial sites.** Springfield has a **need for 261 acres** of commercial land on 44 sites. Springfield's commercial site needs range from sites 1 to 2 acres in size to one site that is 40 acres in size.

Table S-4. Total employment site and land needs, Springfield UGB, 2010-2030

	Site Size (acres)						
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total
Industrial							
Sites needed	none	none	none	none	3	3	**6**
Land need (acres)	none	none	none	none	150	300	**450**
Commercial and Mixed Use							
Sites needed	none	19	14	10	1	0	**44**
Land need (acres)	none	29	42	150	40	0	**261**
Total sites needed	**none**	**19**	**14**	**10**	**4**	**3**	**50**
Total acres needed	**none**	**29**	**42**	**150**	**190**	**300**	**711**

Source: ECONorthwest
Note: Table S-4 shows *total* site and land needs for the 2010-2030 period.

The summary of land needs in Table S-4 shows Springfield's land need for all sites of all sizes. One of the City's economic development strategies is to encourage redevelopment, especially in Downtown and Glenwood. Springfield concludes that 187 industrial sites and 340 commercial and mixed-use sites would redevelop to address land needs over the 20-year period. In addition to this assumption about redevelopment, Springfield assumes that all land needs on sites smaller than five acres would be accommodated through redevelopment. The City had a deficit of 23 commercial and mixed use sites smaller than five acres, which would require 71 acres of land (Table S-4).

Table S-5 shows Springfield's employment land deficiency, assuming that all site needs for sites smaller than five acres would be addressed through redevelopment. In short, Table S-5 shows the amount of land Springfield will need to add to its UGB to accommodate forecast employment growth and site needs. **Springfield has a deficiency of six industrial sites on 450 acres and eleven commercial and mixed-use sites on about 190 acres** that cannot be accommodated within the existing UGB over the 2010 to 2030 period.

Table S-5. Employment site and land deficiency, Springfield UGB, 2010-2030

	Site Size (acres)				
	Less than 5	5 to 20	20 to 50	Greater than 50	Total
Industrial					
Sites needed	none	none	3	3	**6**
Land need (acres)	none	none	150	300	**450**
Commercial and Mixed Use					
Sites needed	none	10	1	none	**11**
Land need (acres)	none	150	40	none	**190**
Total sites needed	**none**	**10**	**4**	**3**	**17**
Total acres needed	**none**	**150**	**190**	**300**	**640**

Source: ECONorthwest
Note: Total sites and total acres needed represent the sites and acres Springfield needs to add to its UGB.

CHARACTERISTICS OF NEEDED SITES

The Goal 9 Administrative Rule (OAR 660-009) requires that jurisdictions describe the characteristics of needed sites (OAR 660-009-0025(1)). The Administrative Rule defines site characteristics as follows in OAR 660-009-0005(11):

> (11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.

The site needs analysis in Chapter 4 identified site needs for five types of buildings: warehousing and distribution, general industrial, office, retail, and other services. The characteristics of needed sites for each of these building types are described in Chapter 5. In general, the site characteristics for commercial and industrial sites include the following:

(1) **Site size.** The analysis concludes that Springfield will need to add land to its UGB for sites larger than five acres. Site sizes vary from five to 20 acres to greater than 50 acres.

(2) **Street access.** These larger sites will all need to have access to major streets within Springfield, with some sites located near an interchange on I-5. Traffic from the sites should not be routed through residential neighborhoods.

(3) **Topography.** The sites should be relatively flat, with not more than 15% slope; with sites that are ideally less than 5% slope.

(4) **Access to services.** City services should be accessible to the site, including street access, sanitary sewer, and municipal water. Other services to sites should include: electricity, phone, and high-speed telecommunications. Capacity and demand for these services will vary by uses on each site.

(5) **Land ownership.** Sites with a single owner are strongly preferred, to reduce the cost of land assembly.

IMPLICATIONS

The economic opportunities analysis has the following 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) safe harbor methodology. The economic opportunities analysis concludes 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 currently designated for industrial and other employment use. About two-thirds of the land designated for employment within Springfield's UGB is considered developed land that 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 concludes that 52% of employment growth would not require vacant

employment land.[1] 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 in the plan period 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, the City has established urban renewal districts in Glenwood and Downtown to help finance the public improvements necessary to support redevelopment and is

[1] The estimate of 52% of new employment not requiring vacant land is based on the assumption that 1,918 employees will locate in non-employment designations, 1,344 employees will locate in existing built space, and 3,669 employees will locate on redevelopable sites. The total number of new employees not requiring new land is 6,931 employees, which is approximately 52% of the forecasted growth of 13,440 jobs.

currently conducting planning studies in both districts to update plans and policies. Redevelopment in Springfield requires a variable level of investments in public infrastructure to provide and upgrade public facilities and remove existing impediments to development.

This portion of employment addresses the OAR 660-024-0050 requirements that the City consider "land use efficiency measures" prior to expanding the UGB. The EOA does not describe the specific policies the City will adopt to achieve this level of infill and redevelopment. Those policies, however, will be adopted as part of the City's overall UGB justification.

- *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 currently has 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 differences in site characteristics, such as site size. As a result, developers may have difficulty finding developable land with specific site characteristics, such as large sites with highway access.

Chapter 1

Introduction

This report presents an Economic Opportunities Analysis (EOA) for the City of Springfield consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). Goal 9 describes the EOA as "an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends" and states that "a principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located."

BACKGROUND

In 2007, the Oregon Legislature passed House Bill 3337 which directs Springfield and Eugene to establish separate Urban Growth Boundaries (UGBs). The city started work on a key element of its new UGB in 2006 by initiating a residential buildable lands inventory and contracting ECONorthwest to conduct a Goal 10 housing needs analysis. With the passage of HB 3337, the City is preparing additional studies necessary for the establishment of a separate UGB—including an economic opportunities analysis (EOA), and an economic development strategy.

The project includes two key phases:

1. An inventory of commercial and industrial lands and a projection of the acreage needed to accommodate Springfield's future commercial and industrial needs. This phase is called the economic opportunities analysis (EOA).

2. An analysis of alternative locations where the UGB might be expanded to accommodate the city's future commercial, industrial, and residential needs—if the City identifies a deficiency of lands. This phase is called the alternatives analysis.

This report presents the results of the economic opportunities analysis. The economic development strategy is presented in a separate document, as is the alternatives analysis.

ECONorthwest worked closely with City staff, a Technical Advisory Committee, and a Stakeholder Committee in preparing the Springfield Economic Opportunities Analysis. This report incorporates many comments provided by these groups.

FRAMEWORK FOR ECONOMIC DEVELOPMENT PLANNING IN OREGON

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009). The Land Conservation and Development Commission adopted amendments to this administrative rule in December 2005.[2] The analysis in this report is designed to conform to the requirements for an Economic Opportunities Analysis in OAR 660-009 as amended.

1. *Economic Opportunities Analysis (OAR 660-009-0015).* The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input based process in conjunction with state agencies.
2. *Industrial and commercial development policies (OAR 660-009-0020).* Cities with a population over 2,500 are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area. Finally, cities within a Metropolitan Planning Organization (which includes Springfield) must adopt policies that identify a competitive short-

[2] The amended OAR 660-009, along with a Goal 9 Rule Fact Sheet, are available from the Oregon Department of Land Conservation and Development at http://www.oregon.gov/LCD/econdev.shtml.

term supply of land for desired industrial and other employment uses as an economic development objective.

3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025.* Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

   Plans for cities and counties within a Metropolitan Planning Organization or cities and counties that adopt policies relating to the short-term supply of land must designate suitable land to respond to economic development opportunities as they arise.

This report is an Economic Opportunities Analysis, the first key element required by Goal 9. This EOA includes an analysis of national, state, regional, and county trends as well as an employment forecast that leads to identification of needed development sites. It also includes an inventory of buildable commercial and industrial land in Springfield.

ORGANIZATION OF THIS REPORT

The remainder of this report is organized as follows:

- **Chapter 2, Land Available for Industrial and Other Employment Uses** presents an inventory of industrial and other employment lands.
- **Chapter 3, Economic Trends and Factors Affecting Future Economic Growth in Springfield** summarizes historic economic trends that affect current and future economic conditions in Springfield. It also summarizes Springfield comparative advantages formed by the mix of factors present in Springfield
- **Chapter 4, Land Demand and Site Needs in Springfield** presents the employment forecast for Springfield and an estimate of how much land is needed to accommodate the 20-year employment forecast. It also describes the types of sites that are needed to accommodate industries that are likely to locate or expand in Springfield.

- **Chapter 5, Implications** presents a comparison of land supply and site needs and discusses the implications of the Economic Opportunities Analysis.

This report also includes three appendices:

- **Appendix A, Review of National, State, Regional, County, and Local Trends** describes national, state, and local economic trends that will influence the regional economy. Appendix A presents detailed information about economic trends that may affect Springfield, which is summarized in Chapter 3.
- **Appendix B, Factors Affecting Future Economic Growth in Springfield** discusses the comparative advantages formed by the mix of factors present in Springfield. Springfield's comparative advantages are summarized in Chapter 3.
- **Appendix C, Employment Forecast and Site Needs for Industrial and Other Employment Uses** presents an employment forecast and analysis of needed sites for Springfield for the period 2010-2030 and is summarized in Chapter 4.

Chapter 2 Land Available for Industrial and Other Employment Uses

The Springfield Commercial and Industrial Buildable Lands (CIBL) inventory is intended to identify lands within the Springfield urban Growth Boundary (UGB) that are suitable for development and can accommodate employment growth. Buildable lands inventories are sometimes characterized as *supply* of land to accommodate growth. Population and employment growth drive *demand* for land. The amount of land needed depends, in part, on the density of development as well as assumptions about redevelopment and infill.

This chapter presents the CIBL inventory for the City of Springfield. The results are based on analysis of Geographic Information System data provided by the City of Springfield Public Works Department and the Lane Council of Governments. The buildable land inventory also used aerial orthophotographs and review by city staff for verification.

The buildable lands inventory includes lands east of the Interstate 5 center line in the Metro UGB. For the purpose of the inventory, these lands were considered to be in the Springfield portion of the UGB.[3]

ECO worked closely with City Staff, a Technical Advisory Committee, and a Stakeholder Committee during the development and review of the Springfield commercial and industrial buildable lands inventory (CIBL). ECO developed the inventory using the following steps:

- *Assemble and document datasets.* ECO identified data from the Regional Land Information Database (RLID) and GIS data from the City of Springfield and the Lane Council of Governments as primary datasets on which the inventory and analysis was built. RLID includes assessment and taxation data maintained by Lane County.

- *Preliminary analysis.* ECO conducted a preliminary analysis with the GIS and data tables selected for inclusion in the database. The purpose of this task was to work with City staff and the TAC to

[3] Springfield did not have a separate UGB at the time this study was completed. This study is intended to meet part of the requirements of H.B. 3337 which will lead to the establishment of a UGB for the City of Springfield independent of the Eugene-Springfield Metropolitan UGB.

determine the optimal definitions and supporting methodology to base the final analysis and database structure.

- *Data processing and GIS analysis.* In this step ECO performed the GIS analysis and data processing steps necessary to populate the database. Table 2-1 shows plan designations that were included in the commercial and industrial buildable lands inventory. All of the designations included in the inventory allow employment outright. The inventory, however, includes several mixed use designations that allow both employment and housing. The inventory generally uses the 2004 Metro Plan designations with two exceptions: (1) Glenwood, where a 2005 plan amendment changed the designation on approximately 47 acres from Light Medium Industrial Mixed Use to Mixed Use; and (2) the PeaceHealth site where land was redesignated from residential to designations that allow employment.

Table 2-1. Metro plan designations included in the Springfield commercial and industrial buildable lands inventory

	Allowed Land Uses (yes/no)			
Plan Designation	**Commercial**	**Industrial**	**Residential**	**In CIBL?**
Campus Industrial	yes	yes	no	yes
Commercial	yes	no	no	yes
Commercial Mixed Use	yes	no	yes	yes
Heavy Industrial	no	yes	no	yes
High Density Res Mixed Use	yes	no	yes	yes
Light Medium Industrial	no	yes	no	yes
Light Medium Industrial Mixed Use	no	yes	no	yes
Major Retail Center	yes	no	no	yes
Medium Density Res Mixed Use	yes	no	yes	yes
Mixed Use	yes	yes	yes	yes
Special Heavy Industrial	no	yes	no	yes

Note: Allowed land uses indicates what uses are allowed in each plan designation. The CIBL includes any plan designation that allows employment, including mixed use designations.

- *Verification.* ECO used a multi-step verification process. The initial verification occurred as part of the preliminary analysis. This step included a staff-level review of preliminary database output (maps) showing the land base and plan designations. The second round of verification involved a "rapid visual assessment" of land classifications using GIS and recent aerial photos for this analysis. The rapid visual assessment involved reviewing classifications overlaid on 2005 aerial photographs to verify uses on the ground. ECO reviewed all tax lots included in the inventory using the rapid

visual assessment methodology. The third round of verification involved city staff verifying the rapid visual assessment output. The draft inventory was then circulated for review by the TAC and the Stakeholder Committee. This review resulted in a number of changes which are reflected in the inventory as presented in this report.

In summary, ECO used a systematic process to complete the CIBL inventory that was intended to provide the greatest degree of accuracy possible.

DEFINITIONS

The first step in the buildable inventory was to develop working definitions and assumptions. ECO initially classified land using a rule-based methodology. The rules applied by ECO to classify land are described below. The accompanying maps show the results of the application of those rules, with some adjustments made based on review of 2004 aerial photos and building permit data.

ECO began the buildable lands analysis with a tax lot database provided by the City's GIS Staff. The inventory used tax lots as the unit of analysis because (1) it is a commonly accepted unit for land inventories, and (2) tax lots link directly to other data sets (e.g., assessment data, addresses, etc.) The tax lot database was current as of February 2008. The inventory builds from the tax lot-level database to estimates of buildable land by plan designation.

A key step in the buildable lands analysis was to classify each tax lot into a set of mutually exclusive categories. Consistent with accepted methods for buildable lands inventories and applicable administrative rules, all tax lots in the UGB are classified into one of the following categories:

- *Vacant land.* Tax lots that have no structures or have buildings with very little value. For the purpose of this inventory, lands with improvement values under $10,000[4] are considered vacant (not including lands that are identified as having mobile homes).[5]

[4] Improvement values were from 2008 Lane County Assessment and Taxation data and reflect the County's estimate of the market value of improvements.

[5] Note that this definition is more inclusive than what statewide planning policy requires. OAR 600-009-0005(14) provides the following definition: "Vacant Land" means a lot or parcel: (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements. The implication of using a more inclusive definition are that more land was considered available in the inventory than would be if the state definitions were used.

- *Developed land.* Land that is developed at densities consistent with current zoning/plan designation and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, potentially redevelopable, or public are considered developed.[6] Thus, the definition of developed land used for the CIBL is different (e.g., more inclusive) than the definition in the administrative rule. For purposes of the CIBL, developed land is considered committed during the 20-year period and unavailable for redevelopment.

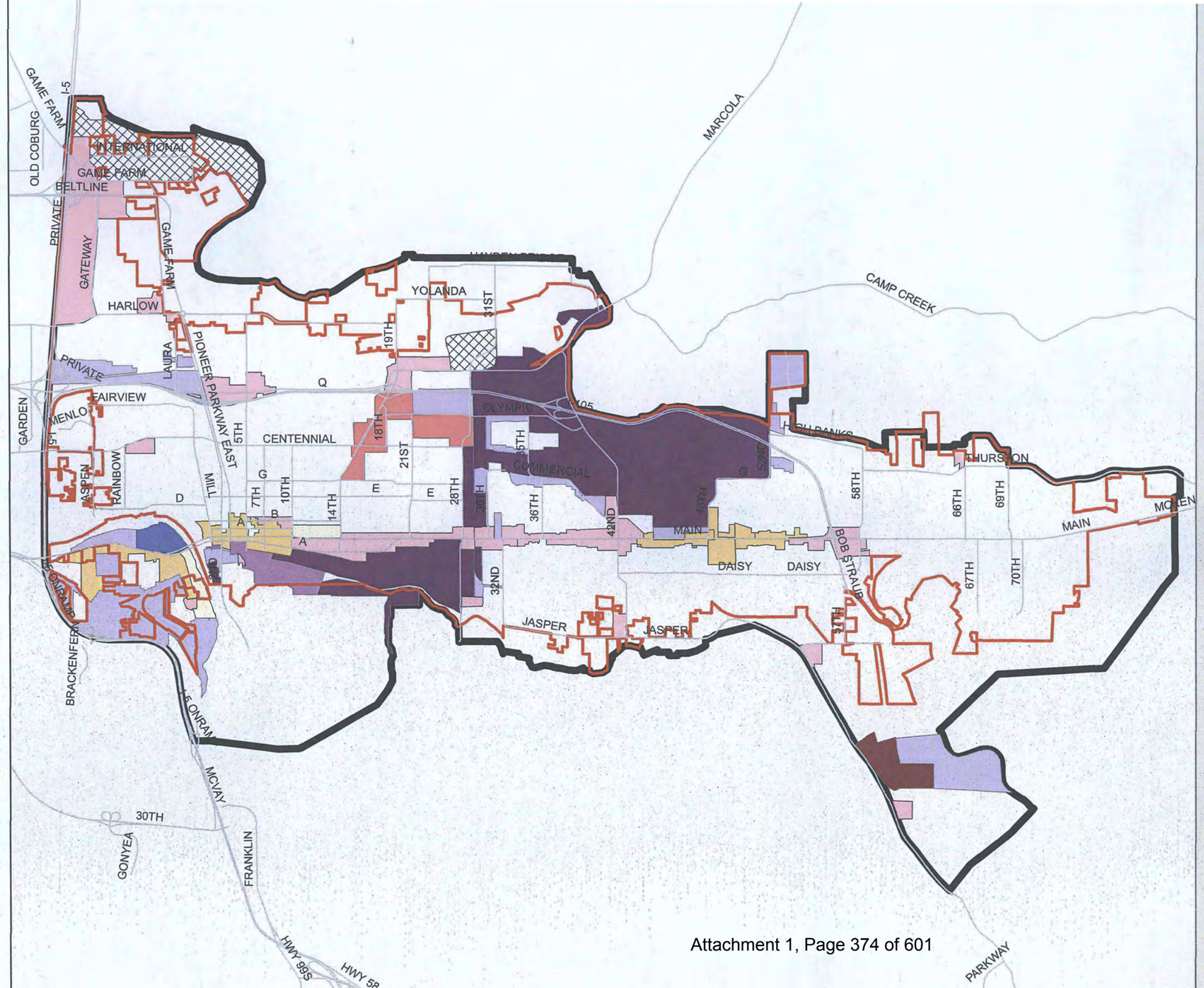
  Lands in public ownership were generally considered unavailable for development unless identified by City staff as being available for development at some time during the 20-year planning period. This includes uses such as electrical substations, parks, and private cemeteries. Lands in Federal, State, County, or City ownership were also considered committed.

- *Potentially Redevelopable land.* Land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period. Redevelopable land is a subset of developed land and was identified using improvement to land value ratios and building coverage ratios. For the purpose of the CIBL, potentially redevelopable land corresponds with the definition of "developed land" as stated in OAR 660-009-0005(1). Redevelopment potential is discussed in more detail later in this chapter.

  The land classifications result in identification of lands that are vacant or potentially redevelopable. The inventory includes all lands within the Springfield UGB. Map 2-1 shows lands by plan designation within the Springfield UGB.

[6] Note that OAR 660-009-0005(1) uses the following definition: (1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period. This study defines developed land as developed and defines land "likely to be redeveloped" as potentially redevelopable.

Map 2-1
Commercial and Industrial Plan Designations
City of Springfield
Oregon



Legend

- City Limits
- Urban Growth Boundary
- Tax Lots

Plan Designation

- Campus Industrial
- Commercial
- Commercial Mixed Use
- Heavy Industrial
- LIGHT MED IND MIXED USE
- Light Medium Industrial
- Major Retail Center
- Special Heavy Industrial
- Mixed-Use
- Medium Density Residential Mixed Use

Note: PeaceHeath plan amendments are not reflected in the plan designations shown on this map. The PeaceHealth Campus is considered part of the commercial and industrial land base.

0 1,150 2,300 4,600 Feet

ECONorthwest, October 2008

CONSTRAINTS

Constraints are factors that preclude land development or affect the desirability of land for development. OAR 660-009-0005(2) provides the following definition of "development constraints:"

> "Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.

Thus, the Administrative Rule provides a broad definition of constraints and leaves discretion for local governments in the application of the definition. For the purpose of this study, the following factors are considered **absolute development constraints** which make employment land unsuitable for development:

1. Wetlands
2. Floodway
3. Slopes over 15%
4. Riparian resource areas

The following factors are **partial development constraints**. Land with these constraints is classified as "constrained" on employment land. Development can occur on "constrained" land and no deductions were made from the inventory for these factors.

- Floodplain
- Willamette River Greenway
- BPA Easements

The inventory summary that follows addresses "absolute" and "partial" constraints separately and summarizes lands as either "unbuildable acres" (e.g., no development may occur) or "constrained acres" (e.g., one or more constraints are present but those constraints do not preclude development). Portions of individual tax lots can be in one or more of the following categories: "unconstrained," "constrained," or "unbuildable" (e.g., they are not suitable for development).

RESULTS

LAND BASE

The first step in the CIBL inventory was to determine the land base. This step was necessary because the inventory only covers a subset of land in the Springfield UGB (lands that accommodate employment). The land base is the subset of tax lots that fall within the plan designations included in the CIBL (see Table 2-1).

Table 2-2 shows acres within the Springfield UGB and city limits in 2008. According to the City GIS data, Springfield has about 14,603 acres within its UGB. Of the 14,603 acres, 12,139 acres (about 83%) are in tax lots. Land not in tax lots is primarily in streets and waterways. Springfield has about 9,958 acres within its City Limits; of these 8,060 acres (about 81% of total acres in the City Limit) are in tax lots. Additionally, the City has about 4,645 acres between the City Limits and Urban Growth Boundary (the UGA); of this about 4,079 acres are in tax lots.

Table 2-2. Acres in Springfield UGB and City Limit, 2008

Area	Tax Lots	Total Acres	Acres in Tax Lots	Percent in Tax Lots
City Limits	19,477	9,958	8,060	81%
Urban Growth Area	3,150	4,645	4,079	88%
Total	**22,627**	**14,603**	**12,139**	**83%**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Urban Growth Area is the unincorporated area between the City Limits and Urban Growth Boundary

Table 2-2 summarizes all land in the Springfield UGB. The next step was to identify the commercial and industrial land base (e.g., lands with plan designations that allow employment or "employment lands"). The land base includes traditional commercial and industrial designations, as well as mixed-use designations. Table 2-1 provides a list of plan designations included in the land base. Note that not all of the land in mixed-use designations will be used for employment.

Table 2-3 shows that about 3,415 acres within the Springfield UGB are included in the commercial and industrial land base. Thus, about 28% of land within the Springfield UGB is included in the Commercial and Industrial land base. The database includes all land in tax lots that have any portion that is in a commercial or industrial plan designation.

Table 2-3. Lands designated for commercial and industrial uses, Springfield UGB, 2008

Area	Value
Springfield UGB	
Number of Tax Lots	22,627
Acres in Tax Lots	12,139
Springfield CIBL	
Tax Lots in Employment Designations	2,104
Acres in Land Base in Employment Designations	3,415

Source: analysis by ECONorthwest

Table 2-4 summarizes acres by plan designation for employment lands within the Springfield UGB. Of lands designated for employment, about 65% (2,203 acres) are in industrial designations, 21% (716 acres) are in commercial designations, and 14% (495 acres) are in mixed use designations. Not all of the land in mixed use designations will be used for employment—housing is a key element of mixed-use designations.

Table 2-4. Acres by employment plan designation, Springfield UGB, 2008

Plan Designation	Tax Lots	Total Acres in Tax Lots
Industrial		
Campus Industrial	43	352
Light Medium Industrial	375	541
Heavy Industrial	250	1,163
Special Heavy Industrial	5	147
Subtotal	**673**	**2,203**
Commercial		
Commercial	731	570
Community Commercial	4	30
Major Retail Center	119	116
Subtotal	**854**	**716**
Mixed Use		
Commercial Mixed Use	430	222
Light Medium Industrial Mixed Use	19	116
Medium Density Res Mixed	64	34
Mixed Use	64	123
Subtotal	**577**	**495**
Total	**2,104**	**3,415**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Totals may be off by up to one acre due to rounding errors.

Table 2-5 shows acres by classification and constraint status for the Springfield UGB in 2008. Analysis by constraint status (the table columns) shows that about 2,040 acres are classified as built or committed (e.g., unavailable for development), 543 were classified as vacant. Not all

vacant lands are available for development—the inventory identified 189 unbuildable acres on vacant tax lots, leaving 355 acres of vacant, Suitable land.

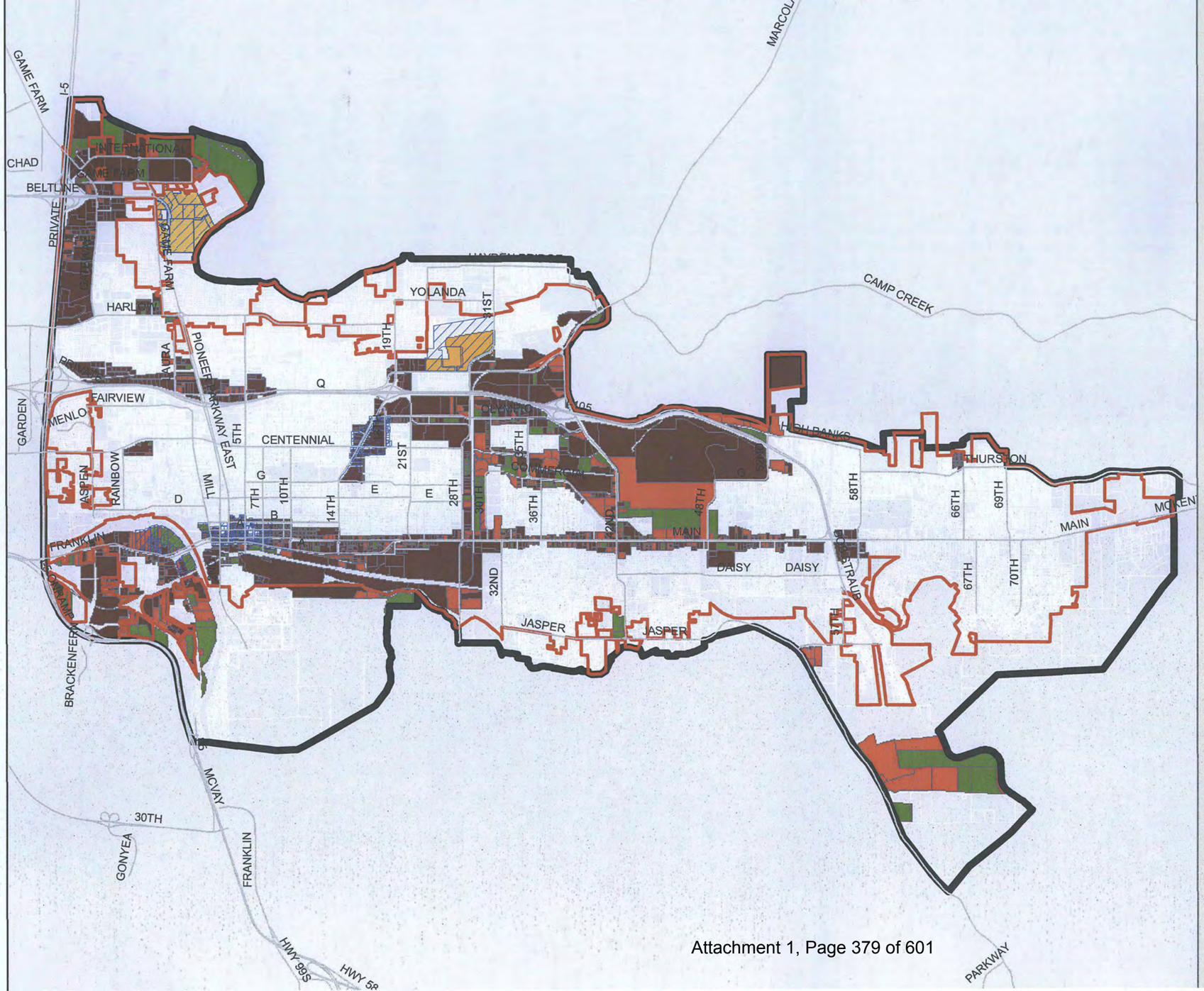
The inventory identified 669 acres that are *potentially redevelopable* based on the criteria described in the definitions section. All of these lands have existing improvements, but the value or character of the improvements suggests redevelopment potential. Of lands with redevelopment potential, 88 acres are unbuildable and the remaining 581 acres are buildable (e.g., they have redevelopment potential).

Table 2-5. Acres by classification, Springfield UGB, 2008

					Suitable Land	
Classification	Tax Lots	Acres in Tax Lots	Developed Acres	Unbuildable Acres	Constrained Acres	Unconstrained Acres
Developed	1,295	2,039	1,710	329	0	0
Master Plan	18	163	0	2	0	161
Potentially Redevelopable	535	669	na	88	37	544
Vacant	256	543	0	189	76	279
Total	**2,104**	**3,415**	**1,710**	**608**	**112**	**985**

Source: City of Springfield data; analysis by ECONorthwest
Note: Totals may be off by up to one acre due to rounding errors.

Map 2-2
Commercial and Industrial Land by Classification and Nodal Overlay Status
City of Springfield
Oregon



Legend

- City Limits
- Urban Growth Boundary
- Tax Lots

Classification

- Developed
- Potentially Redevelopable
- Vacant
- Master Planned

- Nodal Development Overlay

Note: Master planned category includes sites with approved master plans. PeaceHealth and Marcola Meadows are included in this classification.

N

VACANT SUITABLE LAND

The next step in the land inventory is to net out portions of vacant tax lots that are unavailable for development. Areas unavailable for development fall into two categories: (1) developed areas of partially vacant tax lots, and (2) areas with physical constraints (in this instance areas with steep slopes, waterway buffers, or wetlands).

Table 2-6 shows vacant land by development and constraint status. The data show that about 189 acres within vacant tax lots have development constraints that are unsuitable, leaving about 355 vacant suitable acres within the UGB. About 88 acres of redevelopable land has development constraints that are unbuildable, leaving about 581 suitable redevelopable acres within the UGB.

Table 2-6. Vacant land by constraint status, Springfield UGB, 2008

					Suitable Land	
Classification	Tax Lots	Acres in Tax Lots	Developed Acres	Unbuildable Acres	Constrained Acres	Unconstrained Acres
Potentially Redevelopable	535	669	na	88	37	544
Vacant	256	543	0	189	76	279
Total	**791**	**1,212**	**1,710**	**277**	**112**	**823**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Totals may be off by up to one acre due to rounding errors.

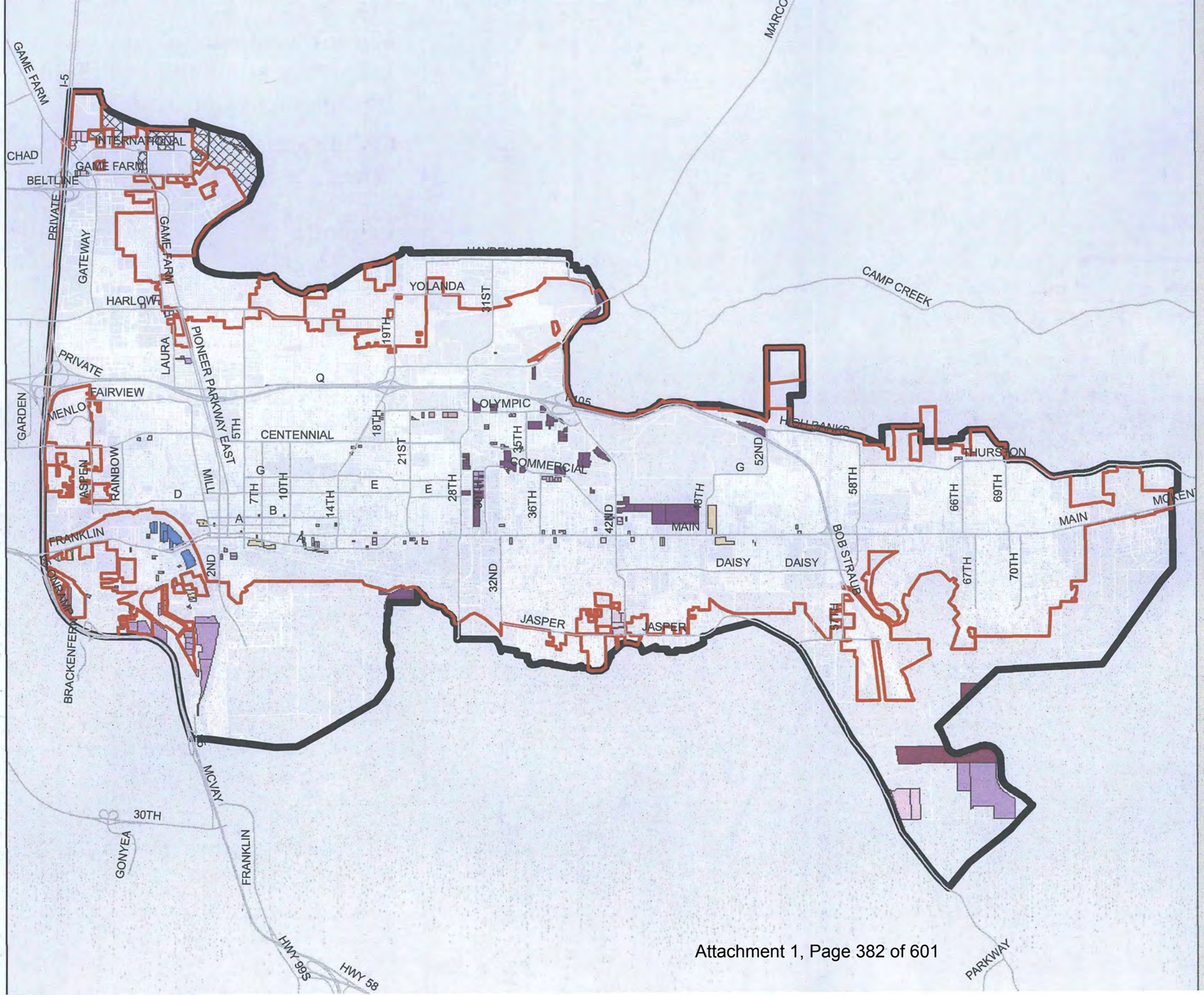
Table 2-7 shows vacant land by plan designation. Map 2-3 shows the location of vacant land by plan designation. Map 2-4 shows vacant land with absolute constraints that are unbuildable and Map 2-5 shows vacant land with constraints.

Table 2-7. Vacant land by Plan Designation, Springfield UGB, 2008

Plan Designation	Tax Lots	Acres in Tax Lots	Unbuildable Acres	Suitable Land: Constrained Acres	Suitable Land: Unconstrained Acres
VACANT LAND					
Industrial					
Campus Industrial	14	131	77	40	14
Light Medium Industrial	65	124	33	17	74
Heavy Industrial	48	133	32	3	98
Special Heavy Industrial	1	48	39	1	8
Subtotal	**128**	**435**	**181**	**61**	**194**
Commercial					
Commercial	71	51	3	3	45
Community Commercial					
Major Retail Center	11	6	0	0	5
Subtotal	**71**	**57**	**3**	**3**	**51**
Mixed Use					
Commercial Mixed Use	27	28	2	2	24
Light Medium Industrial Mixed Use					
Medium Density Res Mixed	7	2	0	1	1
Mixed Use	12	21	3	9	9
Subtotal	**46**	**51**	**5**	**11**	**34**
Total	**245**	**543**	**189**	**76**	**279**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Totals may be off by up to one acre due to rounding errors.

Map 2-3
Vacant Commercial and Industrial Land and Development Constraints
City of Springfield
Oregon



Legend

- City Limits
- Urban Growth Boundary
- Tax Lots

Plan Designation

- Campus Industrial
- Commercial
- Commercial Mixed Use
- Heavy Industrial
- LIGHT MED IND MIXED USE
- Light Medium Industrial
- Major Retail Center
- Medium Density Res Mixed
- Mixed Use
- Special Heavy Industrial

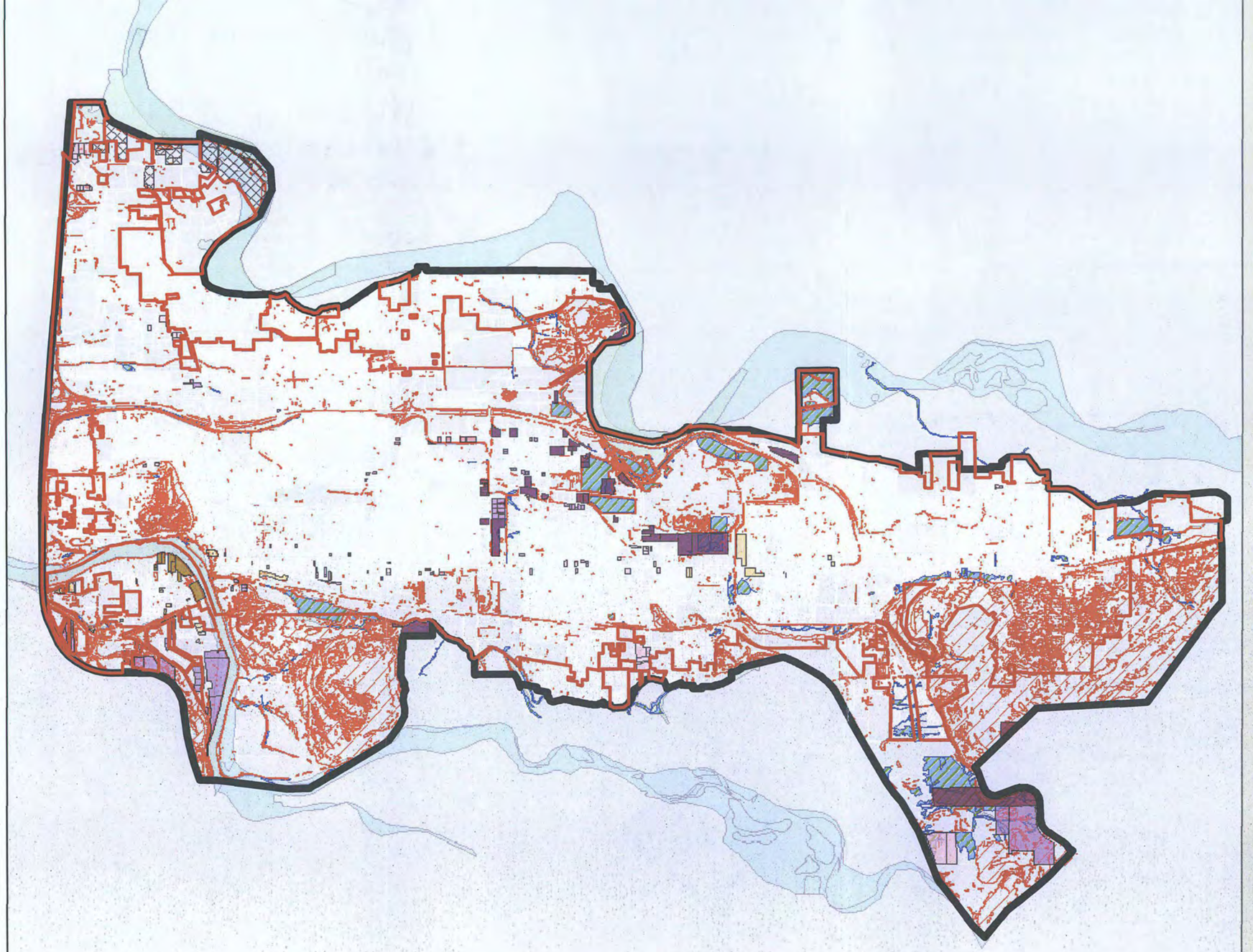
Note: Does not include master planned sites

N

ECONorthwest, July 2009

Map 2-4
Vacant Commercial and Industrial Land and Prohibitive Development Constraints

City of Springfield
Oregon



Legend

- City Limits
- Urban Growth Boundary
- Tax Lots

Plan Designation

- Campus Industrial
- Commercial
- Commercial Mixed Use
- Heavy Industrial
- LIGHT MED IND MIXED USE
- Light Medium Industrial
- Major Retail Center
- Medium Density Res Mixed
- Mixed Use
- Special Heavy Industrial

Prohibitive Development Constraints

- Slopes over 15%
- Wetlands
- Riparian Resource Areas
- Floodway

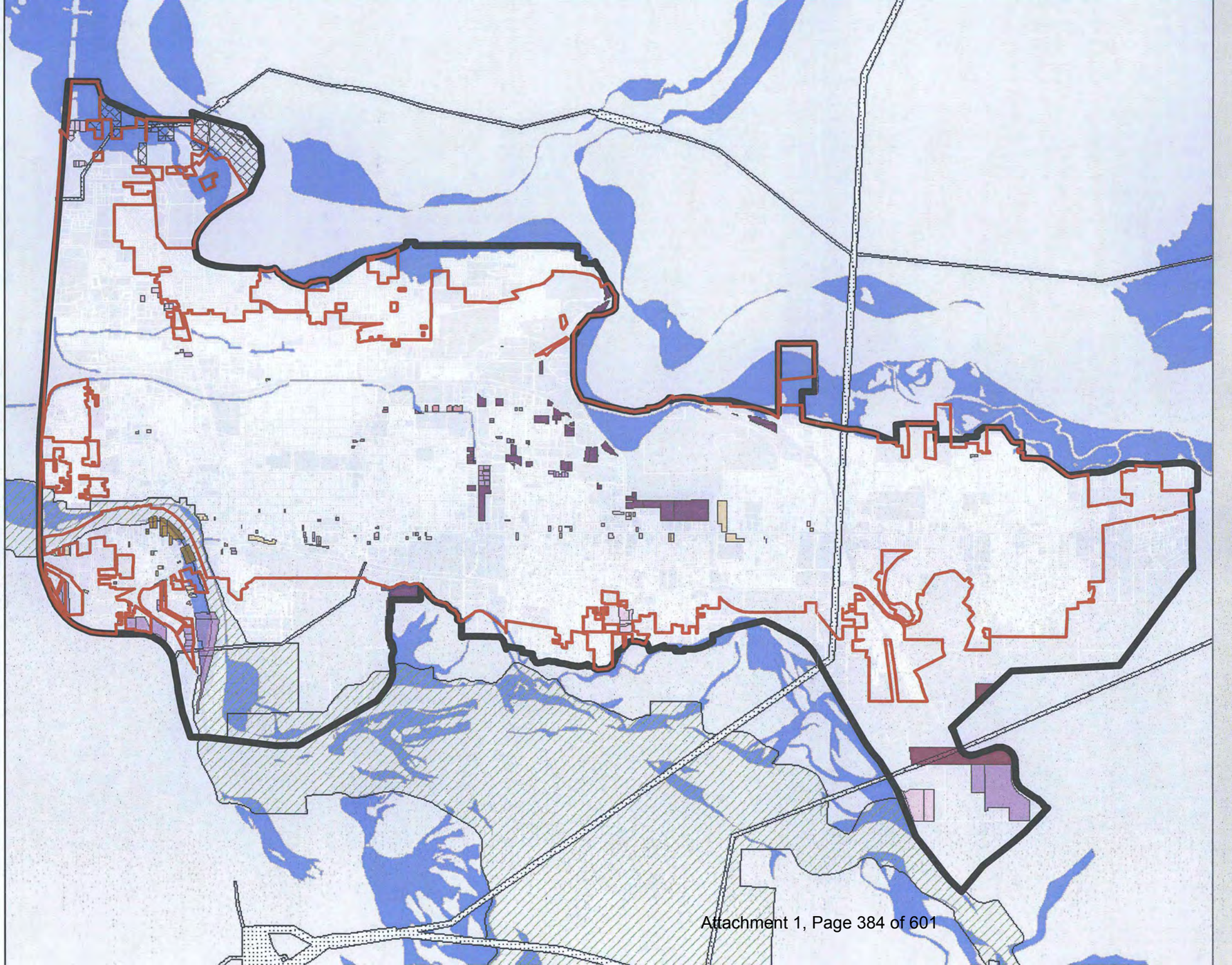
Note: Prohibitive development constraints are constraints that prohibit development. Lands that have one or more prohibitive constraint are removed from acreages counted as buildable.

N

Vacant Commercial and Industrial Land and Development Constraints

City of Springfield

Oregon



Legend

- City Limits
- Urban Growth Boundary
- Tax Lots

Plan Designation

- Campus Industrial
- Commercial
- Commercial Mixed Use
- Heavy Industrial
- LIGHT MED IND MIXED USE
- Light Medium Industrial
- Major Retail Center
- Medium Density Res Mixed
- Mixed Use
- Special Heavy Industrial

Development Constraints

- Willamette River Greenway
- 100-year Floodplain
- BPA Easements

Note: Development constraints shown on this map do not preclude development. These constraints may add complexity to land use review or potentially reduce development density. These areas are counted as constrained, but buildable.

N

Table 2-8 shows vacant land by plan designation and by parcel size.[7] This analysis is useful in that it shows the distribution of vacant land by parcel size, which allows an evaluation of whether a sufficient mix of parcel sizes is available. The distribution of buildable land by parcel size varies by plan designation, with the results showing the City has no vacant tax lots 20 acres or larger.

Table 2-8. Suitable acres in vacant tax lots by plan designation and parcel size, Springfield UGB, 2008

	Lot Size (Suitable Acres)									
Plan Designation	<0.25	0.25-0.49	0.50-0.99	1.00-1.99	2.00-4.99	5.00-9.99	10.00-19.99	20.00-50.00	50+	Total
Total Acres										
Industrial										
Campus Industrial	0.2	0.3	0.0	4.7	18.6	19.7	10.8	0.0	0.0	54.3
Light Medium Industrial	3.5	5.2	9.7	15.3	20.7	6.1	30.0	0.0	0.0	90.5
Heavy Industrial	1.0	2.4	8.8	14.7	29.3	19.0	25.8	0.0	0.0	101.0
Special Heavy Industrial	0.0	0.0	0.0	0.0	0.0	9.1	0.0	0.0	0.0	9.1
Subtotal	**4.7**	**7.9**	**18.5**	**34.6**	**68.6**	**53.9**	**66.6**	**0.0**	**0.0**	**254.8**
Commercial										
Commercial	4.4	6.4	10.8	7.5	6.5	13.0	0.0	0.0	0.0	48.6
Community Commercial										
Major Retail Center	0.7	1.4	1.8	1.7	0.0	0.0	0.0	0.0	0.0	5.6
Subtotal	**5.0**	**7.8**	**12.6**	**9.3**	**6.5**	**13.0**	**0.0**	**0.0**	**0.0**	**54.1**
Mixed Use										
Commercial Mixed Use	1.2	1.3	1.9	5.4	7.6	8.5	0.0	0.0	0.0	25.9
Light Medium Industrial Mixed Use										
Medium Density Res Mixed	0.5	0.6	0.6	0.0	0.0	0.0	0.0	0.0	0.0	1.7
Mixed Use	0.5	0.3	0.0	4.9	7.2	5.2	0.0	0.0	0.0	18.0
Subtotal	**2.2**	**2.2**	**2.5**	**10.3**	**14.8**	**13.6**	**0.0**	**0.0**	**0.0**	**45.6**
Total	**11.9**	**17.9**	**33.6**	**54.1**	**89.9**	**80.5**	**66.6**	**0.0**	**0.0**	**354.5**
Number of Tax Lots										
Industrial										
Campus Industrial	1	1	0	3	5	3	1	0	0	14
Light Medium Industrial	19	13	12	11	7	1	2	0	0	65
Heavy Industrial	8	6	12	10	8	2	2	0	0	48
Special Heavy Industrial	0	0	0	0	0	1	0	0	0	1
Subtotal	**28**	**20**	**24**	**24**	**20**	**7**	**5**	**0**	**0**	**128**
Commercial										
Commercial	29	17	16	5	2	2	0	0	0	71
Community Commercial										
Major Retail Center	4	4	2	1	0	0	0	0	0	11
Subtotal	**33**	**21**	**18**	**6**	**2**	**2**	**0**	**0**	**0**	**82**
Mixed Use										
Commercial Mixed Use	12	5	3	4	2	1	0	0	0	27
Light Medium Industrial Mixed Use										
Medium Density Res Mixed	4	2	1	0	0	0	0	0	0	7
Mixed Use	4	1	0	4	2	1	0	0	0	12
Subtotal	**20**	**8**	**4**	**8**	**4**	**2**	**0**	**0**	**0**	**46**
Total	**81**	**49**	**46**	**38**	**26**	**11**	**5**	**0**	**0**	**256**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Buildable acres includes "constrained" acres and "unconstrained" acres
Note: Acres may not sum to tenths due to rounding errors.

[7] The table shows total acres in vacant tax lots (constraints are not netted out)

REDEVELOPMENT POTENTIAL

Redevelopment potential addresses land that is classified as developed that *may* redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio. Different studies use different improvement to land value ratio thresholds.

Redevelopment potential can be thought of as a continuum—from more redevelopment potential to less redevelopment potential. The factors that affect redevelopment are complicated and include location, surrounding uses, current use, land and improvement values and other factors. To facilitate a discussion with the Stakeholder Committee about redevelopment, we established a set of three increasingly inclusive criteria.

To identify lands with redevelopment potential, ECO analyzed improvement to land value ratios and building coverage on tax lots. Tax lots were classified using the following criteria:

Category	Criteria
Higher Redevelopment Potential	Improvement to land value ratio <=0.3:1.0
Moderate Redevelopment Potential	Building coverage <10% of total lot area and improvement value <=0.3:1.0
Lower Redevelopment Potential	Building coverage <20% of total lot area and improvement value >=0.3:1.0 and <=0.5:1.0

The criteria above were used in combination with employment data to identify a reasonable threshold assumption to use for redevelopment.

Table 2-9 shows the results of applying the criteria above. To better understand the implications on pre-existing employment, ECO associated the number of employees associated with each category. The results show a distribution that suggests lands in the higher and moderate categories account for a relatively small percentage of total employment in Springfield (about 3.5%). The lower potential category includes 19% of the city's employment.

Table 2-9. Tax lots by Redevelopment Potential categories

Category	Total Acres	Unconstrained Acres	% of Land Base	Employ-ment (2006)
Higher Potential	352	352	10%	478
Moderate Potential	304	236	9%	833
Lower Potential	947	947	28%	7,107
Total	1,603	1,535	47%	8,418

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Table 2-9 shows all redevelopment potential categories; lands in the *lower potential* category are not included as part of the redevelopable land inventory as explained below.

Because the improvement to land value ratio is a gross indicator, it is reasonable to assume that not all of parcels that meet this criterion for redevelopment *potential* will be assumed to redevelop during the planning period.

The data show that the lower potential criteria (building coverage <20% of total lot area and improvement value >=0.3:1.0 and <=0.5:1.0) includes 28% of the City's total employment land base and more than 20% of covered employment in 2006. The significant amount of land and employment in this category suggests limited redevelopment potential (from a land capacity perspective, redevelopment only happens when an existing use is replaced by a use that has more employment). Thus, the lower potential category is not included as part of the redevelopable base.

Excluding the lower category leaves 588 unconstrained acres that are *potentially redevelopable*. This represents the redevelopable land base that is used for the purpose of this study.

Table 2-10 shows potentially redevelopable land by plan designation and by parcel size.[8] This analysis is useful in that it shows the distribution of potentially redevelopable land by parcel size, which allows an evaluation of whether a sufficient mix of parcel sizes is available. The distribution of buildable land by parcel size varies by plan designation, with the results showing the City has very few vacant tax lots (1) over 20 acres with redevelopment potential.

[8] The table shows total acres in vacant tax lots (constraints are not netted out)

Table 2-10. Buildable acres in potentially redevelopable tax lots by plan designation and parcel size, Springfield UGB, 2008

	Lot Size (Buildable Acres)									
Plan Designation	<0.25	0.25-0.49	0.50-0.99	1.00-1.99	2.00-4.99	5.00-9.99	10.00-19.99	20.00-50.00	50+	Total
Total Acres										
Industrial										
Campus Industrial	0.2	0.5	1.9	3.4	5.0	0.0	0.0	0.0	0.0	11.0
Light Medium Industrial	3.9	10.0	10.6	12.4	36.3	19.4	0.0	0.0	0.0	92.7
Heavy Industrial	1.4	2.8	9.7	24.5	53.7	32.7	22.4	0.0	89.5	236.7
Special Heavy Industrial	0.0	0.0	0.0	1.7	0.0	0.0	12.4	63.2	0.0	77.4
Subtotal	**5.5**	**13.3**	**22.2**	**42.0**	**95.0**	**52.1**	**34.9**	**63.2**	**89.5**	**417.7**
Commercial										
Commercial	7.6	13.7	21.8	12.7	22.6	0.0	0.0	0.0	0.0	78.4
Community Commercial	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Major Retail Center	1.5	1.8	0.9	0.0	0.0	0.0	0.0	0.0	0.0	4.3
Subtotal	**9.1**	**15.5**	**22.8**	**12.7**	**22.6**	**0.0**	**0.0**	**0.0**	**0.0**	**82.7**
Mixed Use										
Commercial Mixed Use	9.6	7.8	14.3	10.0	8.9	0.0	0.0	0.0	0.0	50.6
Light Medium Industrial Mixed Use	0.1	0.3	0.7	0.0	0.0	0.0	0.0	0.0	0.0	1.1
Medium Density Res Mixed	0.4	0.3	2.5	1.2	9.2	0.0	0.0	0.0	0.0	13.5
Mixed Use	1.5	2.2	2.8	3.8	12.4	0.0	0.0	0.0	0.0	22.7
Subtotal	**11.6**	**10.5**	**20.2**	**15.0**	**30.5**	**0.0**	**0.0**	**0.0**		**87.9**
Total	**26.2**	**39.4**	**65.2**	**69.7**	**148.1**	**52.1**	**34.9**	**63.2**	**89.5**	**588.2**
Number of Tax Lots										
Industrial										
Campus Industrial	1	1	2	2	2	0	0	0	0	8
Light Medium Industrial	38	26	14	9	13	3	0	0	0	103
Heavy Industrial	22	6	12	16	16	5	2	0	1	80
Special Heavy Industrial	0	0	0	1	0	0	1	2	0	4
Subtotal	**61**	**33**	**28**	**28**	**31**	**8**	**3**	**2**	**1**	**195**
Commercial										
Commercial	70	37	31	9	6	0	0	0	0	153
Community Commercial										
Major Retail Center	17	6	1	0	0	0	0	0	0	24
Subtotal	**87**	**43**	**32**	**9**	**6**	**0**				**177**
Mixed Use										
Commercial Mixed Use	69	22	21	7	3	0	0	0	0	122
Light Medium Industrial Mixed Use	1	1	1	0	0	0	0	0	0	3
Medium Density Res Mixed	2	1	3	1	2	0	0	0	0	9
Mixed Use	11	7	4	3	4	0	0	0	0	29
Subtotal	**83**	**31**	**29**	**11**	**9**	**0**	**0**	**0**		**163**
Total	**231**	**107**	**89**	**48**	**46**	**8**	**3**	**2**	**1**	**535**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Buildable acres includes "constrained" acres and "unconstrained" acres
Note: Acres may not sum to tenths due to rounding errors.

Map 2-6 Redevelopment Potential

SHORT-TERM LAND SUPPLY

This section evaluates the short-term supply of land in the Springfield portion of the Metropolitan UGB. It begins with an overview of the policy context that requires this analysis, and then evaluates the short-term land supply.

POLICY CONTEXT

The Goal 9 Administrative Rule (OAR 660-009) includes provisions that require certain cities to ensure an adequate short-term supply of industrial and other employment lands. OAR 660-009-005(10) defines short term supply as follows:

> "...means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for the short-term supply of land. Funding availability is not required. "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."

The Goal 9 rule also requires cities in a Metropolitan Planning Organization (MPO, which includes Springfield) to make a commitment to provide a competitive short-term supply of land and establishes targets for the short-term supply of land. Specifically, OAR 660-009-0020(1)(b) states:

> "Cities and counties within a Metropolitan Planning Organization must adopt a policy stating that a competitive short-term supply of land as a community economic development objective for the industrial and other employment uses selected through the economic opportunities analysis pursuant to OAR 660-009-0015."

The rule goes on to clarify short-term land supply targets for cities in an MPO (OAR 660-009-0025):

> (3) Short-Term Supply of Land. Plans for cities and counties within a Metropolitan Planning Organization or cities and counties that adopt policies relating to the short-term supply of land must designate suitable land to respond to economic development opportunities as they arise. Cities and counties may maintain the short-term supply of land according to the strategies adopted pursuant to OAR 660-009-0020(2).
>
> (a) Except as provided for in subsections (b) and (c), cities and counties subject to this section must provide at least 25 percent of

> the total land supply within the urban growth boundary designated for industrial and other employment uses as short-term supply.
>
> (b) Affected cities and counties that are unable to achieve the target in subsection (a) above may set an alternative target based on their economic opportunities analysis.
>
> (c) A planning area with 10 percent or more of the total land supply enrolled in Oregon's industrial site certification program pursuant to ORS 284.565 satisfies the requirements of this section.

In summary, the rule requires Springfield to assess the short-term supply of land based on the criteria that land can be ready for construction within one year. The determination is based on "engineering feasibility."

ANALYSIS OF SHORT-TERM SUPPLY OF LAND

The short-term supply analysis includes all lands within the Springfield portion of the Metropolitan UGB. To analyze the short term supply of land available for industrial and other employment uses, ECO worked closely with staff from the Springfield Public Works and Development Services Departments. A number of service issues were identified through this process that affects many different sites within the city. Identified deficiencies spanned the range of services, including water, wastewater, stormwater and transportation.

Despite the issues staff identified, all areas within the Springfield UGB can be considered to technically meet the Goal 9 Rule criteria of "engineering feasibility." Staff identified few areas where it was not possible to extend services within one year—provided that funding is available. Funding is a much broader and more complicated issue, but falls outside of the Goal 9 rule as written.

The analysis did identify the Jasper-Natron area as unlikely to meet the short-term supply criteria. This is due to a combination of wetlands that make drainage an issue as well as the distance from existing water and sewer trunk lines (more than one mile from the nearest 18" sewer line to the north end of the site).

Table 2-11 summarizes the number of vacant and potentially redevelopable acres in the short-term land supply. The results indicate that 91% of the vacant commercial and industrial land is considered available as short-term supply, and 85% of land with redevelopment potential is available as short-term supply. Buildable land in the Jasper-Natron area is not considered part of the short-term land supply. The

Jasper-Natron area is the only area of the city with employment lands that are not considered part of the short term supply.

Table 2-11. Short-term land supply

Category/Plan Designation	Buildable Acres	Acres in Short-Term Supply	Percent in Short Term Supply
Vacant			
Commercial	54.1	45.5	84%
Industrial	254.8	231.5	91%
Mixed Use	45.6	45.6	100%
Subtotal	**354.5**	**322.7**	**91%**
Potentially Redevelopable			
Commercial	80.7	80.7	100%
Industrial	412.2	325.6	79%
Mixed Use	87.9	87.9	100%
Subtotal	**580.9**	**494.2**	**85%**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Acres may not sum to tenths due to rounding errors.

Chapter 3 Economic Trends and Factors Affecting Future Economic Growth in Springfield

Springfield exists as part of the larger economy of the southern Willamette Valley and is strongly influenced by regional economic conditions. For many factors, such as labor, Springfield does not differ significantly from the broader region. For other factors, such as income, it does. Thus, Springfield benefits from being a part of the larger regional economy and plays a specific role in the regional economy.

This chapter summarizes national, state, county, and local trends and other factors affecting economic growth in Springfield. Each heading in this chapter represents a key trend or economic factor that will affect Springfield's economy and economic development potential. A more detailed analysis of economic trends and factors affecting Springfield's future economic growth is presented in Appendices A and B.

AVAILABILITY OF LABOR

The availability of trained workers in Springfield will impact development of Springfield's economy over the planning period. Based on the analysis in this section, the key trends that will affect the workforce in Springfield over the next 20-years include Springfield's growing population, aging population, relatively low income, and commuting trends.

GROWING POPULATION

Population growth in Oregon tends to follow economic cycles. Historically, Oregon's economy is more cyclical than the nation's, growing faster than the national economy during expansions, and contracting more rapidly than the nation during recessions.

Table 3-1 shows population growth in the U.S., Oregon, the Willamette Valley, Lane County, Eugene, and Springfield for the 1990 to 2007 period. Lane County grew slower than the State average between 1990 and 2007, growing at 1.1% annually and adding more than 60,000 people. More than 60% of the County's population lived in the Eugene-Springfield area in 2007, with about 17% of the County's population in the Springfield city limits. Springfield's population grew faster than the County average, at 1.5% annually, adding 12,637 residents over the seventeen-year period.

Table 3-1. Population in the U.S., Oregon, the Willamette Valley, Lane County, Springfield, and Eugene, 1990-2007

	Population			Change 1990 to 2007		
Area	1990	2000	2007	Number	Percent	AAGR
U.S.	248,709,873	281,421,906	301,621,157	52,911,284	21%	1.1%
Oregon	2,842,321	3,421,399	3,745,455	903,134	32%	1.6%
Willamette Valley	1,962,816	2,380,606	2,602,790	639,974	33%	1.7%
Lane County	282,912	322,959	343,140	60,228	21%	1.1%
Springfield	44,683	52,864	57,320	12,637	28%	1.5%
Eugene	112,669	137,893	153,690	41,021	36%	1.8%

Source: U.S. Census, the Population Research Center at Portland State University.
Notes: Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington, and Yamhill Counties represent the Willamette Valley Region. Figures for Springfield and Eugene are for areas inside their respective city limits.

Migration is the largest component of population growth in Oregon. Between 1990 and 2007, in-migration accounted for 70% of Oregon's population growth. Over the same period, in-migration accounted for 74% of population growth in Lane County, adding nearly 44,500 residents over the seventeen-year period.

AGING POPULATION

The number of people age 65 and older in the U. S. is expected to double by 2050, while the number of people under age 65 will only grow by 12%. The economic effects of this demographic change include a slowing of the growth of the labor force, need for workers to replace retirees, aging of the workforce for seniors that continue working after age 65, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.[9]

The average age of Springfield residents is increasing. According to the US Census, Springfield's average age was 32 in 2000, 30 in 1990, and 26 in 1980. Table 3-2 shows the change in age distribution for Springfield between 2000 and 2008. The age group that increased the most was people aged 45 to 64, which grew by 2,540 people (24%). This age group's proportion of the total population increased from 20% to 23% during this time period. The largest percentage decrease was in people aged 18 to 24, which shrunk by 913 people (16%).

[9] The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2008, *The 2008 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, April 10, 2008. *The Budget and Economic Outlook: Fiscal Years 2007 to 2016*, January; and Congressional Budget Office, 2005, *The Long-Term Budget Outlook*, December.

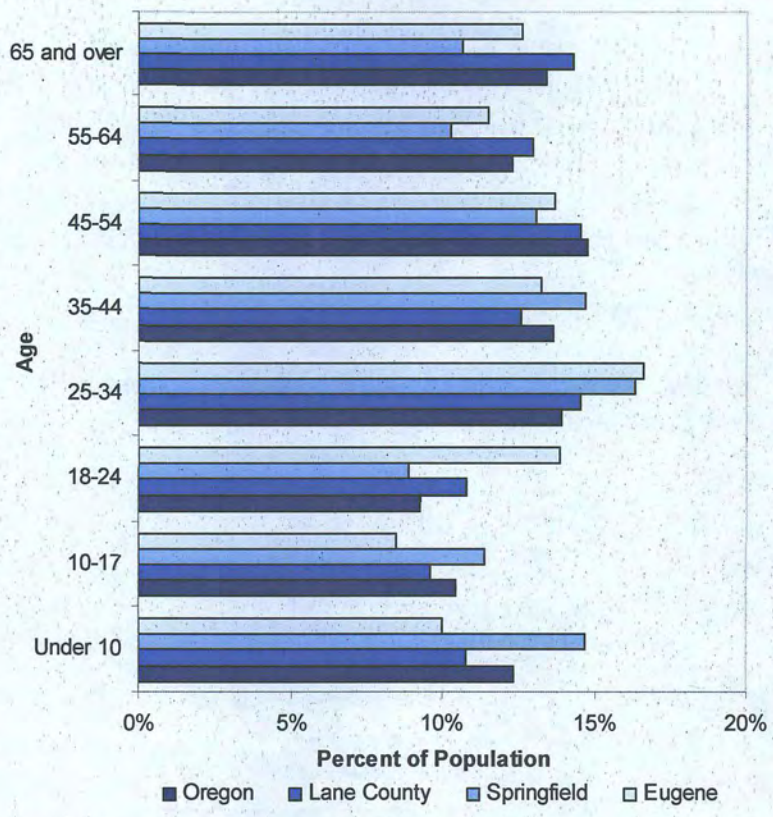
Table 3-2. Change in age distribution, Springfield, 2000-2008

	2000		2008		Change 2000 to 2008		
Age Group	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	4,327	8%	4,121	7%	-206	-5%	-0.8%
5-17	10,069	19%	10,477	19%	408	4%	-0.3%
18-24	5,890	11%	4,977	9%	-913	-16%	-2.3%
25-44	16,609	31%	17,372	31%	763	5%	-0.4%
45-64	10,546	20%	13,086	23%	2,540	24%	3.4%
65 and over	5,423	10%	5,983	11%	560	10%	0.4%
Total	**52,864**	**100%**	**56,016**	**100%**	**3,152**	**6%**	**0.0%**

Source: U.S. Census 2000 and Claritas 2008
Note: Percent change over the 2000 to 2008 period is based on the growth in the age group divided by the number of people in the age group in 2000. For example, people 5 to 17 years old had a 4% percent change, which was calculated using the following calculation: 408/10,069 = 4%.
Note: Share refers to the change in the percent of an age group between 2000 and 2008. For example, the share of people 18 to 24 years old decreased from 11% to 9%, a decrease of 2.3%.
Note: Percentages may not add to 100% as a result of rounding errors.

Springfield's population was younger than the County or State averages in 2008. Figure 3-1 shows the age structure for Oregon, Lane County, Eugene, and Springfield in 2008. Springfield had a greater proportion of its population under 44 years of age (66%) than Eugene (62%), Lane County (58%), or Oregon (60%). Springfield also had a smaller share of population aged 55 and older, 21% of Springfield's population, compared to 24% in Eugene, 27% in the County, 26% in the State.

Figure 3-1. Population by age, Oregon, Lane County, Eugene, and Springfield, 2008



Source: Claritas 2008, percentages calculated by ECONorthwest.

INCOME

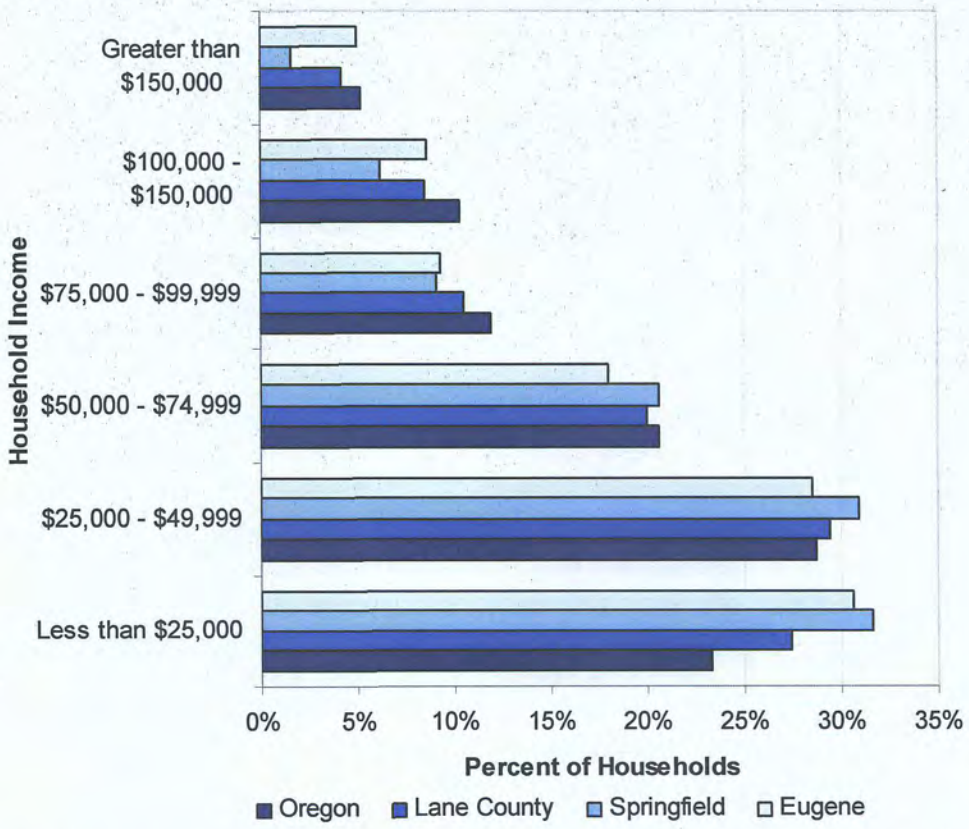
Over the last twenty-four years, income in Oregon has been below national averages and income in Lane County has been below state averages. There are four basic reasons that income has been lower in Oregon and Lane County than in the U.S.: (1) wages for similar jobs are lower; (2) the occupational mix of employment is weighted towards lower paying occupations; (3) a higher proportion of the population has transfer payments (e.g. social security payments for retirees), which are typically lower than earnings; and (4) lower labor force participation among working age residents. To a certain degree, these factors are all true for Oregon and Lane County. The combination of these factors results in lower income for Oregon and Lane County.

In addition, wages in Lane County and Oregon tend to be more volatile than the national average. The major reason for this volatility is that the relative lack of diversity in the State and County economy. Wages in Oregon and Lane County are impacted more than the national average by downturns in either the national economy or in industries in Oregon that

are dependent on natural resources (e.g., timber and wood processing or R.V. manufacturing).

Lane County's median household income in 2006 was $42,127, compared with $46,230 for Oregon and the national average of $48,451. Figure 3-2 shows the distribution of household income in Oregon, Lane County, Eugene, and Springfield in 2008. Figure 3-2 shows that a larger share of households in Springfield (32%) had an income of $25,000 or less, compared to Lane County (27%) or the State (23%). Springfield also has a lower share of households with income above $75,000 (17%), compared to Eugene (23%), the County (23%), or the State (27%).

Figure 3-2. Distribution of household income of U.S., Oregon, and Lane County, 2008



Source: Claritas 2008

The low average income in Lane County and Springfield, relative to Oregon and the U.S., make Springfield attractive to some firms considering moving within the U.S. Firms continue to outsource back-office functions, such as call centers or administrative functions, within the U.S. Lane County's relatively low labor costs and the availability of trained workers make Lane County attractive to firms considering relocating back-office functions.

EDUCATIONAL ATTAINMENT

The availability of trained, educated workers affects the quality of labor in a community. Educational attainment is an important labor force factor because firms need to be able to find educated workers. In 2007, 26% of Springfield's residents had an associate's degree or higher, compared to the County average of 37% and Eugene's average of 47% of residents with an associate's degree or higher. Firms locating in Springfield will be able to attract employees from within Springfield and across the Eugene-Springfield region.

WORKFORCE PARTICIPATION

The current labor force participation rate is an important consideration in the availability of labor. The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force.

In 2007, Springfield's labor participation rate was 67% of their over-16 population of over 43,000. Of their 67% in the labor force, 10% were unemployed. In comparison, Lane County had 63% labor force participation, 8% of whom were unemployed. Labor force participation rates have dropped by about 1% since 2000, when Springfield's labor participation rate was 68%, compared to the State average of 64%.

COMMUTING PATTERNS

Commuting plays an important role in Springfield's economy. Springfield residents generally have a shorter commute than residents of Lane County or Oregon. Eighty percent of Springfield residents commute 29 minutes or less, compared to 77% of Lane County residents and 69% of Oregonians. Residents of Springfield are less likely to have a long commute, with 7% of Springfield's residents commuting 45 minutes or more, compared to 10% of Oregonians.

The majority of Springfield's workforce (79%) lives in Lane County, with 29% in Springfield and 23% in Eugene. The majority of Springfield residents (81%) work in Lane County, with 25% working in Springfield and 40% working in Eugene.

The implication of this data is that most people living or working in Springfield commute within the Eugene-Springfield area. This commuting pattern gives Springfield firms access to the workforce within the Eugene-Springfield region. Even though commutes in Springfield are generally

shorter than the State average, these commuting patterns create demand for automotive and other forms of transportation, both within Springfield and on roads throughout the Eugene-Springfield region.

Increasing energy prices may impact commuting patterns within the Eugene-Springfield area. The impact is most likely to be greatest for residents living in the smaller cities around the Eugene-Springfield area (e.g., Veneta or Oakridge) because the commute to Springfield is longer from these outlying cities. Willingness to commute by most workers living and working within Eugene and Springfield is likely to have relatively little impact from fuel prices, unless prices increase dramatically.

CHANGES IN EMPLOYMENT

The economy of the nation changed in the 1980 to 2006 period. These changes affected the composition of Oregon's economy, including Lane County and Springfield. The most important shift during this period at the national-level was the shift in employment from a focus on manufacturing to services. The most important shift in Oregon, including Lane County and Springfield, has been the shift from a timber-based economy to a more diverse economy, with the greatest employment in services. The most important trends and changes in employment for Springfield over the next 20-years are: shifts in employment, growing importance of health care, continued importance of manufacturing, and outlook for growth in Springfield.

SHIFTS IN EMPLOYMENT

Over the past few decades, employment in the U.S. has shifted from manufacturing and resource-intensive industries to service-oriented sectors of the economy. Increased worker productivity and the international outsourcing of routine tasks have lead to declines in employment in the major goods-producing industries.

In the 1970s Oregon started to transition away from reliance on traditional resource-extraction industries. An important indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry[10] and concurrent growth of employment in high-technology manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments[11]).

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[10] Lumber and Wood Products manufacturing is in Standard Industrial Classification (SIC) 24

[11] SIC 35, 36, 38

As Oregon has transitioned away from natural resource-based industries, the composition of Oregon's employment has shifted from natural resource based manufacturing and other industries to service industries. The share of Oregon's total employment in Service industries increased from its 1970s average of 19% to 30% in 2000, while employment in Manufacturing declined from an average of 18% of total employment in the 1970s to an average of 12% in 2000.

The changes in employment in Lane County have followed similar trends as changes in national and state employment. Between 1980 and 2006, Lane County added more than 53,000 jobs. The sectors with the greatest change in share of employment were Services and Retail Trade, adding more than 38,500 or 73% of new jobs. Over the 26-year period, manufacturing added more than 4,000 jobs (8% of new jobs), with the greatest growth in: Transportation Equipment manufacturing (R.V. manufacturing), Computer and Electronics manufacturing, and Machinery manufacturing.

Some industries in the region's employment base have volatile employment cycles. These industries typically have boom and bust cycles, which result cycles of hiring and layoffs. The lumber and wood products industry is tied to national housing market cycles, with decreased productivity and employment in slow housing markets. The RV manufacturing industry is tied to broader national economic trends and energy price changes. Finally, the region's high-tech companies are subject to market trends in the high-tech industry, including changes in production methods and consumer purchasing patterns. Two major high-tech firms, Hynix and Sony, located in the Eugene-Springfield region and closed their production facilities between the mid-1990's and 2008.

The average pay per employee in Lane County in 2006 was $33,240. The sectors with above average pay and high employment were: Construction, Manufacturing, Government, and Health and Social Services. The sectors with below average pay and high employment were: Retail, Accommodations and Food Services, and Administration and Support and Waste Management.

In 2006, Springfield had 27,310 jobs at 1,819 establishments, with an average firm size of 15 employees. The sectors with the greatest employees were: Retail (13%), Government (13%), Health Care and Social Assistance (11%), and Manufacturing (10%). These sectors accounted for 17,863 or 65% of Springfield's jobs.

OUTLOOK FOR GROWTH IN SPRINGFIELD

The State forecasts that employment will continue growing in Lane County at 1.4% average annual growth, compared with the State average of 1.3% average annual growth. The sectors that will lead employment growth in Lane County for the ten-year period are: Health Care & Social Assistance (adding 5,600 jobs), Government (adding 3,600 jobs), Professional and Business Services (adding 3,000 jobs), Leisure & Hospitality (adding 2,800 jobs), and Retail Trade (adding 2,400 jobs). Together, these sectors are expected to add 17,400 new jobs or 76% of employment growth in Lane County. Springfield has a high concentration of employment in Health Care & Social Assistance, especially with the relocation of PeaceHealth's regional hospital to RiverBend. Springfield's concentration of employment in health care may further increase based on where McKenzie-Willamette Medical Center relocates to and the size of the new hospital.

One way to determine opportunities for economic development is to determine the sectors with the greatest expected growth in the region (based on the Oregon Employment Department's forecast for employment growth in Lane County between 2006 and 2016) and the greatest concentration of existing employment in the community (based on a comparison of employment data in Springfield and the State in 2006). Sectors with high employment concentration in Springfield and high growth forecasts are the industry's most likely to grow. These sectors in Springfield are: Health and Social Assistance; Administrative and Support and Waste Management Services; Construction; and Accommodations and Food Services.

Springfield may have opportunities for growth in other sectors that the State forecasts will have high growth. Springfield, however, does not currently have high concentrations in some of these sectors: Arts, Entertainment, and Recreation; Management of Companies and Enterprises; Professional, Scientific, and Technical Services; and Private Educational Services.

It is unclear what long-term impact rising fuel and transportation costs will have on Oregon's economy, including Springfield. Globalization and outsourcing of jobs, especially manufacturing jobs, has occurred since the 1980's, changing the state's economy. Globalization depends, in part, on inexpensive transportation of materials and manufactured goods. Businesses have relocated from areas with lower labor costs, in part, because transportation costs were low.

Increases in fuel prices have resulted in higher transportation costs, decreasing the benefits of lower wages. It is possible that, if fuel and transportation costs remain high and/or increase, companies may move to be closer to suppliers or consumers. This effect occurs incrementally over time and it is difficult to measure the impact in the short-term. If fuel prices and transportation costs decrease over the planning period, businesses may not make the decision to relocate (based on transportation costs) because the benefits of being closer to suppliers and markets may not exceed the costs of relocation.

REGIONAL BUSINESS ACTIVITY

GROWING IMPORTANCE OF HEALTHCARE

PeaceHealth has recently relocated its main hospital to the Gateway area in Springfield. The RiverBend campus will have 2,500 PeaceHealth employees by the end of 2008, in occupations including: physicians, nurses, medical technicians, other medical staff, environmental services staff, and food services staff. PeaceHealth started relocating administrative and other staff to the RiverBend Annex in 2006 (located in the former Sony disc manufacturing building), which has 700 employees.

The RiverBend campus will attract additional firms. For example, Oregon Medical Labs, Oregon Imaging Center, and the Northwest Specialty Clinics will have approximately 350 staff and physicians at the RiverBend campus. The RiverBend Pavilion will have about 300 employees, at the Oregon Medical Group, Oregon Imaging, and other medical businesses.

Employment in health care may also increase in Springfield, depending on where McKenzie-Willamette Medical Center locates its new facility. If the new facility is located in Springfield and if the facility is bigger and employs more people than the existing hospital, Springfield will have another major healthcare center as well as more healthcare employment.

CONTINUED IMPORTANCE OF MANUFACTURING

Manufacturing continues to be important to the economy in Springfield and in Lane County. Manufacturing accounted for 14% of employment (more than 20,000 jobs) in Lane County and 10% of employment (more than 2,700 jobs) in Springfield in 2006. [12] Manufacturing industries continue to offer jobs with above-average wages, making these jobs more desirable.

[12] Oregon Employment Department

Manufacturing grew slowly in Lane County between 1980 and 2006, at an average annual rate of 0.3%, adding more than 4,000 jobs. The State forecasts continued growth in manufacturing at the same rate over the 2006 to 2016 period.

Manufacturing is a traded sector industry, which brings revenue into Oregon and Lane County from outside the State. The following manufacturing industries accounted for two-thirds ($11 billion) of revenue from exports in Oregon in 2007: Computer & Electronic Production, Transportation Equipment, Machinery Manufacturers, Chemical Manufacture, and Primary Metal Manufacturers.[13] These industries are all present in Lane County, accounting for 44% of manufacturing employment in the County.

Continuing changes in the economy may impact manufacturing in Lane County. For example, high energy prices may have been a factor in the decrease of RV manufacturing in Lane County, which has resulted in the layoff of employees beginning in 2006. In addition, the economic downturn and consolidation of the paper manufacturing industry may result in layoffs in firms that manufacture wood products and paper.

Although much of this employment is located outside of Springfield, it affects residents of Springfield, either directly through job layoffs or indirectly through decreases in economic activity.

TOURISM IN LANE COUNTY

Tourism brings economic activity into Lane County from outside sources. Tourism expenditures in Lane County in 2006 grew 7.5%, to $553 million, exceeding the statewide tourism growth rate for the year. Tourism accounts for about 7,500 jobs in Lane County.

A major source of tourism spending is overnight accommodations. In 2008, the Eugene-Springfield Region had 3,118 total rooms. Occupancy rates varied from 59% in fiscal year 2002 and 2003 to 72% in fiscal year 2006. Springfield levies a 9.5% transient lodging tax on overnight accommodations. Between 2000 and 2008, Springfield's lodging tax revenue varied from $1.2 million in fiscal year 2004 to $1.6 million in fiscal year 2007. Springfield's transient lodging tax revenues accounted for about one-quarter of total County lodging tax revenues.

[13] "Economic Data Packet, Mary 2008," Oregon Economic And Community Development Department

SIGNIFICANCE OF AGRICULTURE IN LANE COUNTY

Agriculture continues to be important in Lane County's economy. In 2002, Lane County had approximately $88 million in total gross sales from agriculture. The top five agricultural products in Lane County in 2002 were: Nursery and greenhouse ($21 million); milk and dairy ($10.3 million): cattle and calves ($7.6 million), fruits, tree nuts, and berries ($6.7 million); and vegetables, melons, potatoes, and sweet potatoes ($5.6 million).

While agriculture is an important source of economic activity in Lane County, Springfield has relatively little agricultural employment within the UGB. In 2006, about 1% of Springfield's covered employment (282 employees) were employed in the Agriculture, Forestry, Fishing, and Mining sectors. About half of these jobs (136 employees) were in Forestry and Logging. Consistent with statewide land use policy, land within the Springfield UGB is committed for future urban uses, rather than agricultural uses.

SPRINGFIELD'S COMPARATIVE ADVANTAGES

Economic development opportunities in Springfield will be affected by local conditions as well as the national and state economic conditions addressed above and described in Appendix A. Factors affecting future economic development in the Springfield include its location, availability of transportation facilities and other public facilities, quality and availability of labor, and quality of life. Economic conditions in Springfield relative to these conditions in other portions of the Lane County and southern Oregon form Springfield's comparative advantage for economic development. Springfield's comparative advantages have implications for the types of firms most likely to locate and expand in Springfield.

There is little that Springfield can do to influence national and state conditions that affect economic development. Springfield can influence local factors that affect economic development. Springfield's primary comparative advantages are its location on I-5, proximity to Eugene, access to skilled labor and cost of labor, and high quality of life. These factors make Springfield attractive to residents and businesses that want a high quality of life where they live and work.

The local factors that form Springfield's comparative advantage are summarized below and described in detail in Appendix B.

- **Location.** Springfield is located in the Southern Willamette Valley, next to Eugene, between the Willamette River (to the

south) and McKenzie River (to the north). Interstate 5 runs to the west of Springfield and Highway 126 runs east-west through Springfield.

Springfield's location, access to I-5 and Highway 126, and proximity to Eugene are primary comparative advantages for economic development in Springfield. These factors make Springfield attractive to businesses, especially those wanting to locate in the Willamette Valley.

- **Buying Power of Markets.** The buying power of Springfield and the Eugene-Springfield area forms part of Springfield's comparative advantage by providing a market for goods and services. According to estimates on household spending by Claritas, households in Springfield are expected to spend about $937 million in 2008, about 14% of total household expenditures in the Eugene-Springfield Region. Springfield households spend an average of $42,700 on commonly purchased items, not including housing, Springfield's households spent less than the regional and nation averages, with about 91% of the $47,000 average expenditures for all households in the Eugene-Springfield MSA and 84% of national average household expenditures (Claritas, 2008).

  The buying power of households in the Eugene-Springfield region provides Springfield with a comparative advantage. Access to households in the Eugene-Springfield Region provides businesses in Springfield with greater sales potential than other, smaller cities in the Southern Willamette Valley. As the population in Springfield (and the Eugene-Springfield region) grows, Springfield will need to provide more land for firms that provide services to residents and businesses. The majority of this land will be in areas of growth, such as in the Mohawk area.

- **Transportation.** Businesses and residents in Springfield have access to a variety of modes of transportation: automotive (Interstate 5, multiple State highways, and local roads); rail (Union Pacific and Amtrak); transit (LTD); and air (Eugene Airport). Springfield has excellent automotive access for commuting and freight movement. Springfield is located along Interstate 5, the primary north-south transportation corridor on the West Coast, linking Springfield to domestic markets in the United States and international markets visa West Coast ports. Springfield has developed along Highway 126, Highway 126 is

the primary east-west highway in Lane County, running from Florence to Redmond.

Other transportation options in Springfield include: multiple Union Pacific rail lines provide freight service; transit service from the Lane Transit District provides bus service within Springfield and connects Springfield with Eugene; and the Eugene Airport provides both passenger and freight service.

Springfield's access to multiple modes of transportation provides Springfield with advantages in attracting businesses that need easy access to I-5 for automotive or some types of freight movement. Springfield may have disadvantages in attracting businesses that need large lots and easy access to I-5 (e.g., warehousing and transportation) because of the lack of buildable industrial land along I-5 near Highway interchanges.

- **Public Facilities and Services.** Provision of public facilities and services can impact a firm's decision on location within a region. Once a business has chosen to locate within a region, they consider the factors that local governments can most directly affect: tax rates, the cost and quality of public services, and regulatory policies.

  Springfield's property tax rate ranges from $16.32 and $18.65 per $1,000 of assessed value, compared with a state average of $15.20. The property tax rate in Eugene is more variable than Springfield's, ranging from $10.31 (possibly located in an area outside of Eugene's city limits) to $24.68 per $1,000 of assessed value.[14] Springfield's property tax rates may provide the City with little comparative advantage in attracting businesses, relative to Eugene.

  The City has sufficient water to meet expected residential and employment needs. The local water provider, Springfield Utility Board (SUB), is not concerned about its ability to supply water to any type of industry, including water-intensive industries like food processing. SUB has lower water rates than the national average. The combination of available and lower cost water may be an advantage to attracting some types of businesses to Springfield.

[14] Property tax rates for Springfield and Eugene are a composite of the rates for all properties with an address in Eugene or Springfield. It is almost certain that some of these properties is located outside of both the Eugene and Springfield urban growth boundaries and are subject to unincorporated Lane County tax rates.

Based on discussions with staff at SUB, Springfield expects to be able to meet demand for wastewater services resulting from expected growth. The City expects to provide service to 6,100 new equivalent dwelling units, which includes residences and businesses, over the next 20-years.

- **Public Policy.** Public policy can impact the amount and type of economic growth in a community. The City can impact economic growth through its policies about the provision of land, redevelopment, and infill development. Success at attracting or retaining firms may depend on availability of attractive sites for development, especially large sites. For example, Springfield was attractive as a location of PeaceHealth's new hospital because the City had a large, relatively flat site located relatively near to Interstate 5 and Beltline Highway.

  Springfield's decisionmakers articulated their support for provision of employment land through the economic development strategy and in other policy choices. Objectives in the economic development strategy supporting the provision of employment land include objectives to: (1) provide employment land in a variety of locations, configurations, and site sizes for industrial and other employment uses, (2) provide an adequate competitive short-term supply of suitable land to respond to economic development opportunities as they arise, (3) reserve sites over 20-acres for special developments and industries that require large sites, and (4) provide adequate infrastructure to sites.

  The economic development strategy also includes objectives that support redevelopment of existing land within the UGB, especially in Downtown and in Glenwood, and infill development. In addition, the City is promoting redevelopment in Downtown through the creation of the Urban Renewal District in Downtown Springfield.

- **Labor Market.** The availability of labor is critical for economic development. Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well.

  Commuting is common in Springfield. About 40%of the people who live in Springfield commute to Eugene for work. Less than one-third of Springfield's workers live in Springfield. The

implication of this workforce analysis is that, while only one-third of Springfield's workforce lives within the City, Springfield are able to attract educated workers from most of Eugene and surrounding areas in Lane County.

It does not appear that workforce will be a constraint on employment growth in Springfield. Springfield should be able to continue to draw on residents of Eugene for workers, even if energy prices continue to rise but Springfield's ability to attract workers from outside of the Eugene-Springfield area may be negatively impacted by continued increases in energy prices.

Opportunities for workforce training and post-secondary education for residents of the Eugene-Springfield area include: the University of Oregon, Lane Community College, Northwest Christian College, and Gutenberg College.

Chapter 4 Land Demand and Site Needs in Springfield

OAR 660-009 requires cities to maintain a 20-year inventory of sites designated for employment. To provide for at least a 20-year supply of commercial and industrial sites consistent with local community development objectives, Springfield needs an estimate of the amount of commercial and industrial land that will be needed over the planning period. Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Springfield. The level of this business expansion activity can be measured by employment growth in Springfield.

POTENTIAL GROWTH INDUSTRIES

An analysis of growth industries in Springfield should address two main questions: (1) Which industries are most likely to be attracted to the Eugene-Springfield area? and (2) Which industries best meet Springfield's economic objectives? The types of industries that Springfield wants to attract have the following attributes: high-wage, stable jobs with benefits; jobs requiring skilled and unskilled labor; employers in a range of industries that will contribute to a diverse economy; and industries that are compatible with Springfield's community values.

KEY TRENDS AFFECTING EMPLOYMENT GROWTH

Previous chapters reviewed historical growth trends by industry in the Eugene-Springfield Region and Lane County since 1980 and employment in Springfield. A review of key historical trends in employment in the Eugene-Springfield Region can help identify potential growth industries in Springfield. In other words, economic opportunities in Springfield are a function of regional historical trends and future economic shifts.

While nearly all sectors of the economy in the Region experienced growth over this period, some sectors grew faster than others, resulting in a shift in the distribution of employment by sector. Key **historical trends** include in the 1980 to 2007 period include:

- A substantial increase in the share of employment in Services, which increased from 23% to 42% of covered employment in Lane County.

- A decrease in the share of employment in Retail Trade, from 21% to 13%. The number of jobs in retail did not decrease substantially over the 27-year period (a loss of nearly 550 retail jobs) but growth in retail jobs lagged behind growth in other sectors, especially service sectors.

- A decline in the share of employment in Manufacturing, which fell from 20% to 13% of covered employment.

- A decline in the share of employment in Government, which decreased from 20% to 16% of covered employment

Together, these sectors represent about 84% of employment in the County. Other sectors of the County's economy have a relatively stable and small share of the County's employment.

Historical employment trends show a substantial shift in the Region's economy that mirrored shifts in the State and national economies, specifically the substantial growth in Services and decline of Manufacturing. While these trends are expected to continue into the future, **future shifts** are not expected to be as dramatic as those experienced over the past twenty years. There are several reasons for this expectation (e.g., that the future will be somewhat different that the past):

- Growth in the Services sector has matured and should track more closely with overall employment and population growth rather than continuing to gain a substantial share of total employment.

- The decline in Manufacturing was due, in part, to decreased timber harvests and the outsourcing of production to facilities in countries with lower costs. Timber harvests are expected to level off and increase in the future as commercial forests that were replanted since the 1970s grow to a harvestable size. While outsourcing will continue, much of what can be outsourced has already gone. Remaining Manufacturing firms are tied to their region to be near supplies or markets, or manufacture specialized goods were small production quantities, fast turn-around times, and the need for quality limit the ability to outsource.

- The mix of Manufacturing jobs in the Eugene-Springfield Region changed over the past twenty years with declines in Wood Products and the growth of employment in Recreational Vehicle (RV) manufacturing, machinery manufacturing, metals manufacturing, and high-tech industries, such as Computer and Electronics Manufacturing.

BUSINESS CLUSTERS IN SPRINGFIELD

One way to assess the types of businesses that are likely to have future growth in an area is to examine relative concentration and employment growth of existing businesses. This method of analysis can help determine relationships and linkages within in industries, also called industrial clusters. Sectors that are highly concentrated (meaning there are more than the "average" number of businesses in a sector in a given area) and have had high employment growth are likely to be successful industrial cluster. Sectors with either high concentration of businesses or high employment group may be part of an emerging cluster, with potential for future growth.

The sectors with the most growth potential (identified in Chapter 3) are: Health and Social Assistance; Administrative and Support; Construction; and Accommodations and Food Services. Other sectors with growth opportunities are: Arts, Entertainment, and Recreation; Management of Companies and Enterprises; Professional, Scientific, and Technical Services; and Private Educational Services.

Table 4-1 shows existing and potential business clusters in Springfield. The clusters identified in Table 4-1 are based on employment trends, Springfield's comparative advantages, the OED's employment forecast for Lane County, the types of firms that have considered locating in Springfield, and analysis of existing and developing business clusters in Springfield and Lane County.

Table 4-1. Existing and potential business clusters in Springfield

Cluster	Employment Potential	Secondary Employment	Site Needs
Medical Services	Associated with RiverBend: 3,400 new jobs in 2008 Additional medical services Additional services Employment at a new McKenzie-Willamette Facility, if the Hospital opens a new facility in Springfield over the planning period	Associated with RiverBend: Medical Services and Suppliers Research and Education Non-medical office space Services like retail, restaurants, financial services, etc.	Small sites (2 acres or less) on the RiverBend Campus or in the Gateway area Small sites (2 acres or less) distributed in neighborhood or community commercial centers

Cluster	Employment Potential	Secondary Employment	Site Needs
Small Scale Manufacturing	Growth potential depends on firms choosing to locate in Springfield. Types of firms include: • Organic food processing • Cottage industries such as jewelry, apparel, or personal care products • Plastics manufacturing	Manufacturing of related or complementary products Additional small scale manufacturing	Sites on industrial land, in business parks, or in commercial areas. Site sizes may range from less than 1 acre to 10 acres.
Call Centers	Growth potential depends on firms choosing to locate in Springfield. Eugene and Springfield have advantages for attracting call centers because of the pool of trained call center workers.	Back-office functions for companies with call centers Services like retail, restaurants, financial services, etc.	Space in commercial buildings Firms may need a range of site sizes, ranging from fewer than 5 acres to about 20 acres. Some firms may use existing office space.
Back-Office Functions	Growth potential depends on firms choosing to locate in Springfield. There is a lot of national competition for these functions.	Related back-office functions (if a cluster grows) Services like retail, restaurants, financial services, etc.	Space in commercial buildings Most firms are likely to need sites of 5 acres or smaller or use existing office space
Tourism	Growth potential depends on holding events in the Eugene-Springfield area that attract visitors. Growth may also depend on development of infrastructure to attract and service visitors, such as hotels or outdoor activities.	Services like hotels, retail, restaurants, arts and entertainment, etc.	Site needs range from sites of less than 1 acre in existing developments to larger sites (5 acres or more) for hotels
High-tech	Growth potential depends on firms growing locally or choosing to locate in Springfield. Types of firms include: • Software development • Computer electronics • Computer service providers • Data centers	Service and materials providers Services like retail, restaurants, financial services, etc.	Site needs range from sites of 1 acre or less in existing developments to large sites (50 acres or more) for large existing businesses or data centers.
Wood Products	Growth potential depends on the international demand for wood products. The existing wood products and paper manufacturing cluster may be diminishing.	Services like retail, restaurants, financial services, etc.	Site needs range from sites of 2 acres or less to industrial sites of 20 acres or more

Cluster	Employment Potential	Secondary Employment	Site Needs
Biotech	Growth potential depends on firms choosing to locate in Springfield. There is a lot of national competition for these firms. Springfield has advantages in attracting these firms because of the University of Oregon's Biotech Program, presence of Invitrogen, and national growth in the industry.	Related biotech firms Suppliers or other specialized service providers	Site needs range from sites 1 acre or less to large sites of 20 acres or more.

TARGET INDUSTRIES

The characteristics of Springfield will affect the types of businesses most likely to locate in Springfield. Springfield's attributes that may attract firms are: the City's proximity to I-5, high quality of life, proximity to the University of Oregon, the presence of the RiverBend campus, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities. The types of businesses that may be attractive to Springfield include:

- **Medical Services.** The development of a medical cluster at RiverBend presents an opportunity to attract medical firms, medical research firms, and other professional services. PeaceHealth is in the process of attracting these firms, through development of a research-oriented relationship with OHSU and the University of Oregon. The possible siting of a new facility for McKenzie-Willamette Medical Center in Springfield presents additional opportunities for attracting medical services and employment in healthcare.

- **Services for seniors.** Springfield's growing population of retirees or near retirees, may attract or create demand for health services that provide services to older people, such as assisted living facilities or retirement centers. These facilities may prefer to locate in relatively close proximity to RiverBend.

- **Manufacturing.** Springfield's attributes may attract small scale manufacturing firms (e.g., firms with fewer than 50 employees). Springfield may also be attractive to large manufacturing firms, provided that land is available for development. Examples of manufacturing include medical equipment, high-tech electronics,

recreational equipment, furniture manufacturing, specialty apparel, and other specialty manufacturing.

- **Call Centers**. The existing call center cluster may attract call centers to Springfield. The potential for growth in call centers in the Eugene-Springfield area will be dependent of the availability of skilled labor.

- **Back-Office Functions.** Springfield's high quality of life and relatively low wages may attract back-office functions, such as the Levi Strauss financial center in Eugene. Back-office functions include administrative functions, such as accounting or information technology. The potential for growth in back-office functions may be limited by national competition for this type of employment. Springfield may be more successful at attracting back-office functions for firms that have a reason to locate in the Region, such as firms with corporate headquarters on the West Coast or firms that do a substantial amount of business in the Willamette Valley.

- **Tourism.** Visitors may be attracted to Springfield to take advantage of recreational opportunities and other amenities. They may also be attracted as a result of regional events, such as the Olympic Track and Field trials, the Oregon Country Fair, or the University of Oregon Bach Festival. Industries that serve tourists, such as food services and accommodations, are likely to grow if tourism increases.

- **Specialty Food Processing.** Springfield's proximity to agricultural resources may make the City attractive to specialty food processing firms, such as those that specialize in organic or natural foods or wineries.

- **High-Tech.** Springfield's access to highly educated labor, access to comparatively inexpensive electricity, and high quality of life may make Springfield attractive to high-tech firms. The types of firms that may be attracted to Springfield range from high-tech manufacturing to data centers to software development.

- **Professional and Technical Services.** Springfield's attributes make it attractive to businesses that need access to educated workers and want a high quality of life. These types of businesses could include engineering, research, and other professional services that are attracted to high-quality settings.

Springfield's reputation as a blue-collar community may present challenges in attracting these types of businesses. Recent trends and efforts by the City suggest the reputation as a blue-collar community is in the process of changing. The City can facilitate this change through building off of the medical cluster forming at RiverBend and through promoting Springfield as a good place to locate professional service firms.

- **Green businesses.** There is no clear definition of what constitutes a green industry or business. In general, green businesses are those that produce products or services that improve or maintain environmental quality, as described in Appendix A. Opportunities for environmentally conscious businesses are growing. The types of green businesses that may choose to locate or expand in Springfield includes: green construction firms (e.g., firms that use LEED-certified building practices), organic food processing, sustainable logging and/or lumber products manufacturing, or alternative energy production (e.g., manufacturing solar panels or bio-fuels)

- **Corporate Headquarters.** Springfield's quality of life, location along I-5, and availability of educated workers may make Springfield attractive as a place to locate corporate headquarters. These same qualities, combined with the relatively low cost of semi-skilled labor and cluster of call centers, make Springfield attractive as a place to locate back-office functions, such as call centers.

- **Services for Residents.** Population growth will drive development of retail and government services, especially education, in Springfield.

- **Government and Public Services.** Springfield will continue to be the location for institutions such as: Springfield City Services, State services such as the Department of Motor Vehicles and Oregon Department of Transportation offices, the Springfield School District, and the Springfield Utility Board.

EMPLOYMENT FORECAST

To provide for an adequate supply of commercial and industrial sites consistent with plan policies, Springfield needs an estimate of the amount of commercial and industrial land that will be needed over the planning period. Goal 9 requires cities identify "the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected

uses." The number of needed sites is dependent on the site requirements of employers. The estimate of land need is presented in the site needs analysis in the next section.

Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Springfield. The level of this business expansion activity can be measured by employment growth in Springfield. This section presents a projection of future employment levels in Springfield for the purpose of estimating demand for commercial and industrial land.

Appendix C presents the process used to arrive at the employment forecast for Springfield. Table 4-2 shows that employment is forecast to grow by 13,440 employees (a 32% increase) between 2010 and 2030.

Table 4-2. Employment growth in Springfield's UGB, 2010–2040

Year	Total Employment
2008	41,133
2010	42,284
2030	55,724
2030	55,724
2031	56,498
2032	57,283
2033	58,079
2034	58,886
2035	59,704
2036	60,534
2037	61,375
2038	62,228
2039	63,093
2040	63,970
Change 2010 to 2030	
Employees	13,440
Percent	32%
AAGR	1.4%

Source: ECONorthwest

Springfield is part of the regional economic center in the Eugene-Springfield region. The ratio of population to employment will decrease from 1.6 people per job to 1.5 people per job between 2008 and 2030. This change shows that employment will grow faster than population in Springfield, suggesting that some Springfield will continue to have employees who commute from Eugene or other cities in the region.

Table 4-3 shows the forecast of employment growth by building type in Springfield's UGB in 2030. In 2010, a total of about 60% of Springfield's

employment is in office and other services' building types. About 18% is in retail, 15% is in general industrial and 7% is in warehousing and distribution.

Table 4-3. Forecast of employment growth in by building type, Springfield UGB, 2010-2030

Building Type	2010 Employment	2010 % of Total	2030 Employment	2030 % of Total	Change 2010 to 2030
Industrial					
Warehousing & Distribution	2,954	7.0%	3,343	6.0%	389
General Industrial	6,457	15.3%	7,523	13.5%	1,066
Commercial					
Office	12,561	29.7%	17,274	31.0%	4,713
Retail	7,709	18.2%	9,752	17.5%	2,043
Other Services	12,603	29.8%	17,832	32.0%	5,229
Total	**42,284**	**100.0%**	**55,724**	**100.0%**	**13,440**

Source: ECONorthwest
Note: Green shading denotes an assumption by ECONorthwest
Note: The forecast assumes that the share of employment in other services' building types will increase by about 2.2% over the 20-year period. We expect that medical employment will grow faster than government employment, based on historical trends that show government accounting for a decreasing share of employment and the growing medical cluster in Springfield.

The forecast in Table 4-3 assumes that Springfield will have growth in all categories of employment. It also assumes that the share of employment will increase in other services (2.2% increase in share) and office (1.3% increase in share). At the same time, the share of employment will decrease in general industrial (1.8% decrease in share), warehousing and distribution (1.0% decrease in share), and retail (0.7% decrease in share). The rationale supporting these assumptions is presented in Appendix C.

SITE NEEDS

OAR 660-009-0015(2) requires the EOA identify the number of sites, by type, reasonably expected to be needed for the 20-year planning period. Types of needed sites are based on the site characteristics typical of expected uses. The Goal 9 rule provides flexibility in how jurisdictions conduct and organize this analysis. For example, site types can be described by plan designation (i.e., heavy or light industrial), they can be by general size categories that are defined locally (i.e., small, medium, or large sites), or it can be industry or use-based (i.e., manufacturing sites or distribution sites).

Firms wanting to expand or locate in Springfield will be looking for a variety of site and building characteristics, depending on the industry and specific circumstances. Previous research conducted by ECO has found that while there are always specific criteria that are industry-dependent

and specific firm, many firms share at least a few common site criteria. In general, all firms need sites that are relatively flat, free of natural or regulatory constraints on development, with good transportation access and adequate public services. The exact amount, quality, and relative importance of these factors vary among different types of firms. This section discusses the site requirements for firms in industries with growth potential in the Eugene-Springfield Region, as indicated by the Oregon Employment Department forecast (see Table A-12 in Appendix A for the regional forecast).

Appendix C discusses the productive factors that affect business' locational decisions and the implications of these factors for businesses that may locate in Springfield. The appendix also discusses the characteristics of sites needed to accommodate employment growth and Springfield's ability to provide sites with these characteristics.

LONG-TERM LAND AND SITE NEEDS

Appendix C presents the process for converting between the employment forecast to site needs. Table 4-4 presents the estimate of needed sites by site size and type of building. The results show that Springfield needs approximately 371 sites. Most sites are small, 2-acres or less. Springfield needs approximately 8 sites larger than 20-acres.

Table 4-4. Estimated needed sites by site size and building type, Springfield, 2010 to 2030

	Site Size (acres)						
Building Type	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total Sites
Warehousing & Distribution			3	5	1		9
General Industrial	5	7	10	11	3	3	39
Office	100	20	20	5	1		146
Retail	70	15	10	4			99
Other Services	50	18	5	5			78
Total	**225**	**60**	**48**	**30**	**5**	**3**	**371**

Source: ECONorthwest

The identified site needs shown in Table 4-4 do not distinguish sites by comprehensive plan designation. It is reasonable to assume that industrial uses will primarily locate in industrial zones. Retail and service uses could locate in commercial zones, mixed use zones, and residential zones.

SHORT-TERM SITE NEEDS

Springfield has four large-scale development plans currently underway: RiverBend Node, Marcola Meadows Node, the Glenwood Riverfront Node and the Downtown District Node. RiverBend, Marcola Meadows

and Glenwood Riverfront District have approved master plans and are available for immediate development. In addition, the City is currently developing a Downtown District Plan and Implementation Strategy to facilitate and promote downtown redevelopment.

- **RiverBend Node.** PeaceHealth's main hospital at RiverBend opened in August 2008. The relocation or expansion of other medical firms to the RiverBend campus is underway. In addition to these uses, PeaceHealth plans further development of the RiverBend campus, which is about 72 acres in size. Other uses may include a mixture of residential development, office and commercial support services, retail, and educational and research functions to support collaborations with Oregon Health Services University and the University of Oregon. Studies for the RiverBend master plan indicated that there may be demand for additional office development (400,000-500,000 square feet) and commercial retail services (50,000 to 70,000 square feet).

- **Marcola Meadows Node.** Marcola Meadows is a proposed mixed-use project located on a vacant 100-acre parcel in Springfield. The project is expected to include about 190 single unit detached homes, about 120 townhouses, about 120 homes in apartments, and 54 homes for senior living. The total proposed land requirement of the residential villages would be 39 acres.

  Marcola Meadows is also expected to have commercial development, anchored by a Lowe's Home Improvement store, and including professional offices and retail. The commercial development will occupy about 44 acres, have more than 409,000 square feet of built space, and require more than 1,200 parking spaces. The remaining land in the development will be used for common open space and streets.[15]

- **Glenwood Node.** Glenwood currently has a mixture of residential, commercial, and industrial zoning, with areas that are underdeveloped or undeveloped. Glenwood's current development pattern is: 83 acres of industrial land, 64 acres of retail, 66 acres of manufactured dwellings, 37 acres of single-family dwellings, and 167 acres of vacant land.

  Redevelopment of Glenwood is in the planning stages. The 48 acre Glenwood Riverfront Plan District is currently designated for

[15] Marcola Meadows Pre Plan.

Mixed Use Nodal Development and is available for development. The City is currently updating the Glenwood Refinement Plan for the rest of Glenwood. Goals for redevelopment include developing residential, employment and mixed use areas, providing transition between residential and industrial areas, and capitalizing on Glenwood's location between Eugene and Springfield and riverfront land.[16]

[16] Glenwood Refinement Plan. November 1999.

Chapter 5 Land Capacity and Demand

This chapter provides a brief summary of the implications of the economic opportunities needs analysis for the City of Springfield. This study looked at economic trends and land needs from a regional and local perspective. This chapter includes a general comparison of land supply and demand. The comparison of land capacity and demand is followed by a discussion of the key implications of the EOA for the City of Springfield.

COMPARISON OF LAND CAPACITY AND DEMAND

This section presents an analysis of land availability and capacity for employment uses in Springfield. Chapter 4 presents an analysis of potential growth industries in Springfield and the employment forecast for Springfield. Based on this analysis, Table 5-1 shows a comparison of land supply and need in terms of sites by site size. The results show that Springfield has a deficit of about 6 industrial sites and 44 commercial and mixed use sites.

Table 5-1. Comparison of vacant land supply and site needs, industrial and other employment land, Springfield UGB, 2010-2010

	Site Size (acres)						
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total
Buildable Land Inventory							
Vacant							
Industrial	72	24	20	12	0	0	128
Commercial and Mixed Use	104	14	6	4	0	0	128
Redevelopable							
Industrial	122	28	31	5	1	0	187
Commercial and Mixed Use	305	20	15	0	0	0	340
Total Buildable Sites							
Industrial	194	52	51	23	1	0	321
Commercial and Mixed Use	409	34	21	4	0	0	468
Site Needs							
Needed sites							
Industrial	5	7	13	16	4	3	48
Commercial and Mixed Use	220	53	35	14	1	0	323
Surplus (deficit) of sites							
Industrial	**189**	**45**	**38**	**7**	**(3)**	**(3)**	**273**
Commercial and Mixed Use	**189**	**(19)**	**(14)**	**(10)**	**(1)**	**0**	**145**

Source: ECONorthwest.

Converting from the site needs shown in Table 5-1 to an estimate of land needs requires making assumptions about average site sizes needed in Springfield. Table 5-2 shows average site for needed sites in Springfield.

Table 5-2. Average size of needed sites, Springfield UGB

	Site Size (acres)					
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50
Industrial	0.5	1.5	3.0	15.0	50.0	100.0
Commercial and Mixed Use	0.3	1.5	3.0	15.0	40.0	50.0

Source: ECONorthwest

Table 5-3 shows sites needed (from Table 5-1) and land need (based on number of sites needed in Table 5-1 and average site size in Table 5-2). The results show that Springfield has a deficit in the current UGB of the following land types for the 2010 to 2030 period:

- **Industrial land.** Springfield has a **need for 450 acres** of industrial land on six sites. Springfield has a need for three 50 acre sites, and need for three 100 acre sites. In the context of this study, industrial uses means any major employer that would be allowed in an industrial land designation (e.g., campus industrial, light-medium industrial, light-medium industrial mixed use, heavy industrial, or special heavy industrial).
- **Commercial sites.** Springfield has a **need for 261 acres** of commercial land on 44 sites. Springfield's commercial site needs range from sites 1 to 2 acres in size to one site that is 40 acres in size.

Table 5-3. Comparison of employment land supply and site needs, Springfield UGB, 2010-2030

	Site Size (acres)						
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total
Industrial							
Sites needed	none	none	none	none	3	3	**6**
Land need (acres)	none	none	none	none	150	300	**450**
Commercial and Mixed Use							
Sites needed	none	19	14	10	1	0	**44**
Land need (acres)	none	29	42	150	40	0	**261**
Total sites needed	**none**	**19**	**14**	**10**	**4**	**3**	**50**
Total acres needed	**none**	**29**	**42**	**150**	**190**	**300**	**711**

Source: ECONorthwest

The summary of land needs in Table 5-3 shows Springfield's land need for all sites of all sizes. One of the City's economic development strategies is to encourage redevelopment, especially in Downtown and Glenwood. Table 5-1 shows that Springfield concludes that 187 industrial sites and 340 commercial and mixed use sites would redevelop to address land needs over the 20-year period. In addition to this assumption about redevelopment, Springfield concludes that all land needs on sites smaller than five acres would be accommodated through redevelopment. The City

had a deficit of 23 commercial and mixed use sites smaller than five acres, which would require 71 acres of land (Table 5-3).

Table 5-4 shows Springfield's employment land need, assuming that all site needs for sites smaller than five acres would be addressed through redevelopment. **Springfield has the need for approximately six industrial sites on 450 acres and eleven commercial and mixed use sites on about 190 acres** that cannot be accommodated within the existing UGB over the 2010 to 2030 period.

Table 5-4. Employment site and land needs, Springfield UGB, 2010-2030

	Site Size (acres)				
	Less than 5	5 to 20	20 to 50	Greater than 50	Total
Industrial					
Sites needed	none	none	3	3	**6**
Land need (acres)	none	none	150	300	**450**
Commercial and Mixed Use					
Sites needed	none	10	1	none	**11**
Land need (acres)	none	150	40	none	**190**
Total sites needed	**none**	**10**	**4**	**3**	**17**
Total acres needed	**none**	**150**	**190**	**300**	**640**

Source: ECONorthwest

The data in Table 5-3 address employment needs on vacant and partially vacant land. Some employment in Springfield will not require new land but will locate on land that is currently used. ECO assumed that 24% of employment (more than 3,200 new employees) would not require any vacant land. This would include employment that will locate in residential areas as well as employment that will locate on land that is already classified as developed because employment uses in some built spaces may intensify.

In addition, Springfield identified economic development strategies of encouraging redevelopment in Downtown and Glenwood. ECO assumed that all commercial and mixed use land needs on sites smaller than five acres would be accommodated through commercial redevelopment. The City had a deficit of 33 commercial and mixed use sites smaller than five acres, which would require 71 acres of land (Table 5-3). Springfield assumes this need will be accommodated through redevelopment of existing commercial land.

CHARACTERISTICS OF NEEDED SITES

The Goal 9 Administrative Rule (OAR 660-009) requires that jurisdictions describe the characteristics of needed sites (OAR 660-009-0025(1)). The

Administrative Rule defines site characteristics as follows in OAR 660-009-0005(11):

> (11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.

The site needs analysis in Chapter 4 identified 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.

WAREHOUSING AND DISTRIBUTION

The site needs 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.[17]

- **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.

[17] Table 5-1 shows that Springfield will need a total of six industrial sites larger than 20 acres over the 2010-2030 period. One of these sites will be for warehousing and distribution and five will be for general industrial 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.[18] 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 larger than 20 acres 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 sites 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.

[18] Table 5-1 shows that Springfield will need a total of six industrial sites larger than 20 acres over the 2010-2030 period. One of these sites will be for warehousing and distribution and five will be for general industrial 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 are 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.

IMPLICATIONS

The analysis of presented in 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 3,414 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 52% of employment would not require vacant employment land.[19] 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

[19] The estimate of 52% of new employment not requiring vacant land is based on the assumption that 1,918 employees will locate in non-employment designations, 1,344 employees will locate in existing built space, and 3,669 employees will locate on redevelopable sites. The total number of new employees not requiring new land is 6,931 employees, which is approximately 52% of the forecasted growth of 13,440 jobs.

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 differences in site characteristics, such as site size. As a result, developers may have difficulty finding developable land with specific site characteristics, such as large sites with highway access.

Appendix A National, State, County, and Local Trends

This appendix summarizes national, state, county, and local trends affecting Springfield. It presents a demographic and socioeconomic profile of Springfield (relative to Lane County and Oregon) and describes trends that will influence the potential for economic growth in Springfield. This appendix covers recent and current economic conditions in the City, and forecasts from the State Employment Department for employment growth in Lane County. This appendix meets the intent of OAR 660-009-0015(1).

NATIONAL, STATE, AND REGIONAL TRENDS

NATIONAL TRENDS

Economic development in Springfield over the next twenty years will occur in the context of long-run national trends. The most important of these trends include:

- **The aging of the baby boom generation, accompanied by increases in life expectancy.** The number of people age 65 and older will more than double by 2050, while the number of people under age 65 with grow only 22 percent. The economic effects of this demographic change include a slowing of the growth of the labor force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.[20]

  Baby boomers are expecting to work longer than previous generations. An increasing proportion of people in their early to mid-50s expect to work full-time after age 65. In 2004, about 40% of these workers expect to work full-time after age 65, compared with about 30% in 1992.[21] This trend can be seen in Oregon, where the share of workers 65 years and older grew from 2% of the workforce

[20] The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2008, *The 2008 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, April 10, 2008.

[21] "The Health and Retirement Study," 2007, National Institute of Aging, National Institutes of Health, U.S. Department of Health and Human Services.

in 1992 to 3% of the workforce in 2002, an increase of 64%. Over the same ten-year period, workers 45 to 64 years increased by 70%.[22]

- **Tightening labor force.** Growth in the labor force is projected to slow over the 2006-2016 period as a result of: (1) aging and retirement of the baby boomer generation and (2) the labor force participation by women has peaked. Job growth is expected to outpace population growth, with a 10% increase in employment (15.6 million jobs) compared to a 9% increase in civilian noninstitutional population 16 years and older (22 million people).[23]

- **Need for replacement workers.** The need for workers to replace retiring baby boomers will outpace job growth. According to the Bureau of Labor Statistics, net replacement needs will be 33.4 million job openings over the 2006-2016 period, more than twice the growth in employment of 15.6 million jobs. Management occupations and teachers will have the greatest need for replacement workers because these occupations have older-than-average workforce.[24]

- **Increases in labor productivity.** Productivity, as measured by output per hour, increased over the 1995 to 2005 period. The largest increases in productivity occurred over the 1995 to 2000 period, led by industries that produced, sold, or intensively used information technology products. Productivity increased over the 2000 to 2005 period but at a slower rate than during the latter half of the 1990's. The sectors that experienced the largest productivity increases over the 2000 to 2005 period were: Information, Manufacturing, Retail Trade, and Wholesale Trade. Productivity in mining decreased over the five-year period. [25]

- **Continued trend towards domestic outsourcing.** Businesses continue to outsource work to less expensive markets. Outsourcing generally falls into two categories: (1) moving jobs from relatively expensive areas to less expensive areas within the U.S. and (2) moving jobs outside of the U.S. to countries with lower labor costs.

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[22] "Growing Numbers of Older Workers in Oregon," Oregon Employment Department.

[23] Arlene Dohm and Lyn Shniper, "Occupational Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 86-125.

[24] Arlene Dohm and Lyn Shniper, "Occupational Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 86-125.

[25] Corey Holman, Bobbie Joyeaux, and Christopher Kask, "Labor Productivity trends since 2000, by sector and industry," Bureau of Labor Statistics *Monthly Labor Review*, February 2008.

About three-quarters of layoffs in the U.S. between 1995 and 2004 were the result of domestic relocation, involving movement of work within the same company. The industries with the largest amounts of domestic outsourcing were: manufacturing, retail trade, and information.[26]

- **Continued growth in global trade and the globalization of business activity.** With increased global trade, both exports and imports rise. Faced with increasing domestic and international competition, firms will seek to reduce costs through implementing quality- and productivity-enhancing technologies, such as robotics or factor automation. In addition, some production processes will be outsourced offshore.[27]

- **Continued shift of employment from manufacturing and resource-intensive industries to the service-oriented sectors of the economy.** Increased worker productivity and the international outsourcing of routine tasks lead to declines in employment in the major goods-producing industries. Projections from the Bureau of Labor Statistics indicate that U.S. employment growth will continue to be strongest in healthcare and social assistance, professional and business services, and other service industries. Construction employment will also grow but manufacturing employment will decline.[28]

- **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. Increases in the population and in households' incomes, plus changes in tastes and preferences, have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.[29]

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[26] Sharon P. Brown and Lewis B. Siegel, "Mass Layoff Data Indicate Outsourcing and Offshoring Work," *Monthly Labor Review*, August 2005, pp. 3-10.

[27] Eric B. Figueroa and Rose A. Woods, 2007, "Industry Output and Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 53-85.

[28] Eric B. Figueroa and Rose A. Woods, 2007, "Industry Output and Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 53-85.; Arlene Dohm and Lyn Shniper, "Occupational Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 86-125.

[29] For a more thorough discussion of relevant research, *see*, for example, Power, T.M. and R.N. Barrett. 2001. *Post-Cowboy Economics: Pay and Prosperity in the New American West*. Island Press, and Kim, K.-K., D.W. Marcouiller, and S.C. Deller. 2005.

- **Continued westward and southward migration of the U.S. population.** Although there are some exceptions at the state level, a 2006 U.S. Census report documents an ongoing pattern of interstate population movement from the Northeast and Midwest to the South and West.[30]

- **The growing importance of education as a determinant of wages and household income.** According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average they will yield higher incomes than occupations that do not require an academic degree. The fastest growing of occupations requiring an academic degree will be: computer software application engineers, elementary school teachers, and accountants and auditors. Occupations that do not require an academic degree (e.g., retail sales person, food preparation workers, and home care aides) will grow, accounting for about half of all jobs by 2016. These occupations typically have lower pay than occupations requiring an academic degree. [31]

  The national median income in 2006 was about $32,000. Workers without a high school diploma earned $13,000 less than the median income and workers with a high school diploma earned $6,000 less than median income. Workers with some college earned slightly less than median and workers with a bachelor's degree earned $13,000 more than median. Workers in Oregon experience the same patterns as the nation but pay is generally lower in Oregon than the national average.[32]

- **Continued increase in demand for energy.** Energy prices are forecast to remain at relatively high levels, as seen in the 2006 to 2008 period, possibly increasing further over the planning period. Output from the most energy-intensive industries is expected to decline, but growth in the population and in the economy is expected to increase the total amount of energy demanded. Energy sources are expected to diversify and the energy efficiency of

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"Natural Amenities and Rural Development: Understanding Spatial and Distributional Attributes." *Growth and Change* 36 (2): 273-297.

[30] Marc J. Perry, 2006, *Domestic Net Migration in the United States: 2000 to 2004*, Washington, DC, Current Population Reports, P25-1135, U.S. Census Bureau.

[31] Arlene Dohm and Lyn Shniper, "Occupational Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 86-125.

[32] "Growing Number of Older Workers in Oregon," Oregon Employment Department and American Community Survey, U.S. Census, 2006.

automobiles, appliances, and production processes are projected to increase. Despite increases in energy efficiency and decreases in demand for energy by some industries, demand for energy is expected to increase over the 2008 to 2030 period because of increases in population and economic activity. [33]

- **Impact of rising energy prices on commuting patterns.** Energy prices may continue to be high (relative to historic energy prices) or continue to rise over the planning period.[34] The increases in energy prices may impact willingness to commute long distances. There is some indication that increases in fuel prices have resulted in decreased suburban housing price (i.e., housing demand), especially in large urban areas (e.g., Los Angeles or Chicago) and suburbs far from the center city. If this pattern continues, the area in Oregon most likely to be most impacted is Portland, which has the largest area of urban and suburban development in the state.[35]

- **Possible effect of rising transportation and fuel prices on globalization.** Increases in globalization are related to the cost of transportation: When transportation is less expensive, companies move production to areas with lower labor costs. Oregon has benefited from this trend, with domestic outsourcing of call centers and other back office functions. In other cases, businesses in Oregon (and the nation) have "off-shored" employment to other countries, most frequently manufacturing jobs.

  Increases in either transportation or labor costs may impact globalization. When the wage gap between two areas is larger than the additional costs of transporting goods, companies are likely to shift operations to an area with lower labor costs. Conversely, when transportation costs increase, companies may have incentive to relocate to be closer to suppliers or consumers.

  This effect occurs incrementally over time and it is difficult to measure the impact in the short-term. If fuel prices and transportation costs decrease over the planning period, businesses may not make the decision to relocate (based on transportation

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[33] Energy Information Administration, 2008, *Annual Energy Outlook 2008 with Projections to 2030*, U.S. Department of Energy, DOE/EIA-0383(2008), April.

[34] Energy Information Administration, 2008, *Annual Energy Outlook 2008 with Projections to 2030*, U.S. Department of Energy, DOE/EIA-0383(2008), April

[35] Cortright, Joe. "Driven to the Brink: How the Gas Price Spike Popped the Housing Bubble and devalued the Suburbs," May 2008.

costs) because the benefits of being closer to suppliers and markets may not exceed the costs of relocation.

- **Growing opportunities for "green" businesses.** Businesses are increasingly concerned with "green" business opportunities and practices. These business practices are concerned with "the design, commercialization, and use of processes and products that are feasible and economical while reducing the generation of pollution at the source and minimizing the risk to human health and the environment."[36]

  Green business opportunities have historically been at the mercy of feasibility and economics; if a firm ignores feasibility and economics while trying to be green, the firm may not be able to afford to operate long enough to learn how to make green businesses feasible. The three types of green business opportunities are products, processes, and education.

  - *Producing green products.* Green products perform the function of regular products, but do it in a way that uses fewer resources or creates less pollution. For example, hybrid vehicles are green because they use less gasoline to operate and add fewer pollutants to the air. Yet hybrid vehicles serve the same function as non-hybrid cars. Another example is bamboo fencing and lumber, which is green because bamboo is more renewable than traditional lumber. Bamboo products have the strength necessary for building.

  - *Providing education about green practices or products.* Green education is often closely related to producing green products and is often done by consultants or nonprofits. Examples of companies involved in green education include the U.S. Green Building Council, which certifies buildings as green (LEED certification), or a consulting firm that writes a green (or sustainable) plan for a city or business.

  - *Using green business practices.* Green business practices are alternative methods of doing business that promote resource conservation, prevent or reduce pollution, or have other beneficial environmental effects. Examples of green business processes include: buying products locally to reduce shipping distance, recycling waste products (where

[36] Urban Green Partnership at urbangreenpartnership.org

possible), or maximizing the use of natural lighting to reduce use of electricity and light bulbs.

For example, ECONorthwest is a green educator because we help our clients manage natural resources effectively and take all costs and benefits of a particular action into account in order to properly judge the correct course of action. A frequent method of marketing green products involves green education. It is much easier to sell a hybrid car to a customer who knows the environmental benefits of owning a hybrid, so educating potential customers can aid greatly in increasing sales.

- **Potential impacts of global climate change.** There is growing support for but not a consensus about whether global climate change is occurring as a result of greenhouse gas emissions. There is a lot of uncertainty surrounding global climate change, including the pace of climate change and the ecological and economic impacts of climate changes. Climate change may result in the following changes in the Pacific Northwest: (1) increase in average temperatures, (2) shift in the type of precipitation, with more winter precipitation falling as rain, (3) decrease in mountain snow-pack and earlier spring thaw and (4) increases in carbon dioxide in the air.[37] Assuming that global climate change is occurring and will continue to occur over the next 20-years, a few broad, potential economic impacts for the nation and Pacific Northwest include:[38]
    - *Potential impact on agriculture and forestry.* Climate change may impact Oregon's agriculture through changes in: growing season, temperature ranges, and water availability.[39] Climate change may impact Oregon's forestry through increase in wildfires, decrease in the rate of tree growth, change in mix of tree species, and increases in disease and pests that damage trees.[40]

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[37] "Economic Impacts of Climate Change on Forest Resources in Oregon: A Preliminary Analysis," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, May 2007.

[38] The issue of global climate change is complex and there is a substantial amount of uncertainty about climate change. This discussion is not intended to describe all potential impacts of climate change but to present a few ways that climate change may impact the economy of cities in Oregon and the Pacific Northwest.

[39] "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

[40] "Economic Impacts of Climate Change on Forest Resources in Oregon: A Preliminary Analysis," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, May 2007.

- Potential impact on tourism and recreation. Impacts on tourism and recreation may range from: (1) decreases in snow-based recreation if snow-pack in the Cascades decreases, (2) negative impacts to tourism along the Oregon Coast as a result of damage and beach erosion from rising sea levels,[41] (3) negative impacts on availability of water summer river recreation (e.g., river rafting or sports fishing) as a result of lower summer river flows, and (4) negative impacts on the availability of water for domestic and business uses.

- *Potential changes in government policies.* There is currently no substantial national public policy response to global climate change. States and regional associations of states are in the process of formulating policy responses to address climate change including: increasing renewable energy generation, selling agricultural carbon sequestration credits, and encouraging energy efficiency.[42] Without clear indications of the government policies that may be adopted, it is not possible to assess the impact of government policies on the economy.

Global climate change may offer economic opportunities. The search for alternative energy sources may result in increased investment and employment in "green" energy sources, such as wind, solar, and biofuels. Firms in the Northwest are well positioned to lead efforts on climate change mitigation, which may result in export products, such as renewable technologies or green manufacturing. [43]

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times these trends may run counter to the long-term trends described above. A recent example is the downturn in economic activity in 2007 following declines in the housing market and the mortgage banking crisis. The result of the economic downturn has been a decrease in employment related to the housing market, such as construction and real estate. Employment in these industries will recover as the housing market recovers and will continue

[41] "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

[42] Pew Center on Global Climate Change website: http://www.pewclimate.org/what_s_being_done/in_the_states/

[43] "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

to play a significant role in the national, state, and local economy over the long run. This report takes a long-run perspective on economic conditions (as the Goal 9 requirements intend) and does not attempt to predict the impacts of short-run national business cycles on employment or economic activity.

STATE TRENDS

State and regional trends will also affect economic development in Springfield over the next twenty years. The most important of these trends includes: continued in-migration from other states, distribution of population and employment across the State,

- **Continued in-migration from other states.** Oregon will continue to experience in-migration from other states, especially California and Washington. According to a U.S. Census study, Oregon had net interstate in-migration (more people moved *to* Oregon than moved *from* Oregon) during the period 1990-2004.[44] Oregon had an annual average of 26,290 more in-migrants than out-migrants during the period 1990-2000. The annual average dropped to 12,880 during the period 2000-2004.[45] Most in-migrants come from California, Washington, and other western states.[46]

- **Concentration of population and employment in the Willamette Valley.** Nearly 70% of Oregon's population lives in the Willamette Valley. About 10% of Oregon's population lives in Southern Oregon and 9% lives in Central Oregon. The Oregon Office of Economic Analysis (OEA) forecasts that population will continue to be concentrated in the Willamette Valley through 2040, increasing slightly to 71% of Oregon's population.

  Employment growth generally follows the same trend as population growth. Employment growth varies between regions even more, however, as employment reacts more quickly to changing economic conditions. Total employment increased in each

[44] Marc J. Perry, 2006, *Domestic Net Migration in the United States: 2000 to 2004*, Washington, DC, Current Population Reports, P25-1135, U.S. Census Bureau.

[45] In contrast, California had net interstate *out-migration* over the same period. During 1990-2000, California had an annual average of 220,871 more out-migrants than in-migrants. The net outmigration slowed to 99,039 per year during 2000-2004.

[46] Oregon Department of Motor Vehicles collects data about state-of-origin for drivers licenses surrendered by people applying for an Oregon drivers license from out-of-state. Between 2000 and 2007, about one-third of licenses surrendered were from California, 15% to 18% were surrendered from Washington, and about 17% to 19% were from the following states: Arizona, Idaho, Nevada, Colorado, and Texas.

of the state's regions over the period 1970-2006 but over 70% of Oregon's employment was located in the Willamette Valley.

- **Change in the type of the industries in Oregon.** As Oregon has transitioned away from natural resource-based industries, the composition of Oregon's employment has shifted from natural resource based manufacturing and other industries to service industries. The share of Oregon's total employment in Service industries increased from its 1970s average of 19% to 30% in 2000, while employment in Manufacturing declined from an average of 18% in the 1970s to an average of 10% in 2005.

- **Shift in manufacturing from natural resource-based to high-tech and other manufacturing industries.** Since 1970, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry and concurrent growth of employment in other manufacturing industries, such as high-technology manufacturing (Industrial Machinery, Electronic Equipment, and Instruments), Transportation Equipment manufacturing, and Printing and Publishing. [47]

- **Continued importance of manufacturing to Oregon's economy.** Revenue from exports totaled $16.5 million in 2007, an increase of $5.1 million or 45% since 2000. Four of the five industries that accounted for more than three-quarters of revenue from exports in 2007 ($12.6 million) were manufacturing industries: Computers and Electronic Production ($6.3 million); Crop Production ($2.2 million); Transportation Equipment ($1.7 million); Machinery Manufacturers ($1.7 million); and Chemical Manufacturers ($0.7 million).Manufacturing employment is concentrated in five counties in the Willamette Valley or Portland area: Washington, Multnomah, Lane, Clackamas, and Marion Counties. Average wages for employees of manufacturing firms in these counties in 2006 ranged from $71,500 to $34,200 and were generally above the state's average (about $38,000) [48]

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[47] Although Oregon's economy has diversified since the 1970's, natural resource-based manufacturing accounts for more than one-third of employment in manufacturing in Oregon in 2006, with the most employment in Wood Product and Food manufacturing.

[48] OECDD, *"Economic Data Packet, March 2008."*

- **Small businesses continue to account for over 50% of employment in Oregon.** Small business, with 100 or fewer employees, account for 51% of private sector employment in Oregon, up from about 50.2% of private employment in 2000 and down from 52.5% in 1996. Workers of small businesses typically had lower wages than the state average, with average wages of $33,130 compared to the statewide average of about $38,000 in 2006.

- **Continued lack of diversity in the State Economy.** While the transition from Lumber and Wood Products manufacturing to high-tech manufacturing has increased the diversity of employment within Oregon, it has not significantly improved Oregon's diversity relative to the national economy. Oregon's relative diversity has historically ranked low among states. Oregon ranked 35th in diversity (1st = most diversified) based on Gross State Product data for 1963–1986, and 32nd based on data for the 1977–1996 period.[49] A recent analysis, based on 2006 data, ranked Oregon 31st.[50] These rankings suggest that Oregon is still heavily dependent on a limited number of industries. Relatively low economic diversity increases the risk of economic volatility as measured by changes in output or employment.

The changing composition of employment has not affected all regions of Oregon evenly. Growth in high-tech and Services employment has been concentrated in urban areas of the Willamette Valley and Southern Oregon, particularly in Washington, Benton, and Josephine Counties. The brunt of the decline in Lumber & Wood Products employment was felt in rural Oregon, where these jobs represented a larger share of total employment and an even larger share of high-paying jobs than in urban areas.

[49] LeBre, Jon. 1999. "Diversification and the Oregon Economy: An Update." *Oregon Labor Trends*. February.

[50] CFED, 2007, The Development Report Card for the States, http://www.cfed.org.

ECONOMIC TRENDS IN LANE COUNTY AND SPRINGFIELD

Future economic growth in Springfield will be affected in part by demographic and economic trends in the city and surrounding region. A review of historical demographic and economic trends provides a context for establishing a reasonable expectation of future growth in Springfield. In addition, the relationship between demographic and economic indicators such as population and employment can help assess the local influence of future trends and resulting economic conditions. This section addresses the following trends in Springfield:

- Population and demographics
- Household and personal income
- Employment
- Business activity
- Outlook for growth in Springfield

POPULATION AND DEMOGRAPHIC CHARACTERISTICS

Population growth in Oregon tends to follow economic cycles. Historically, Oregon's economy is more cyclical than the nation's, growing faster than the national economy during expansions, and contracting more rapidly than the nation during recessions. Oregon grew more rapidly than the U.S. in the 1990s (which was generally an expansionary period) but lagged behind the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. As the nation's economic growth has slowed during 2007, Oregon's population growth began to slow.

Oregon's population grew from 2.8 million people in 1990 to 3.7 million people in 2007, an increase of more than 900,000 people at an average annual rate of 1.6%. Oregon's growth rate slowed to 1.3% annual growth between 2000 and 2007.

Lane County grew slower than the State average between 1990 and 2007, growing at 1.1% annually and adding more than 60,000 people. More than 60% of the County's population lived in the Eugene-Springfield area in 2007, with about 17% of the County's population in Springfield. Springfield's population grew faster than the County average, at 1.5% annually, adding 12,637 residents over the seventeen-year period.

Table A-1. Population in the U.S., Oregon, the Willamette Valley, Lane County, Springfield, and Eugene, 1990-2007

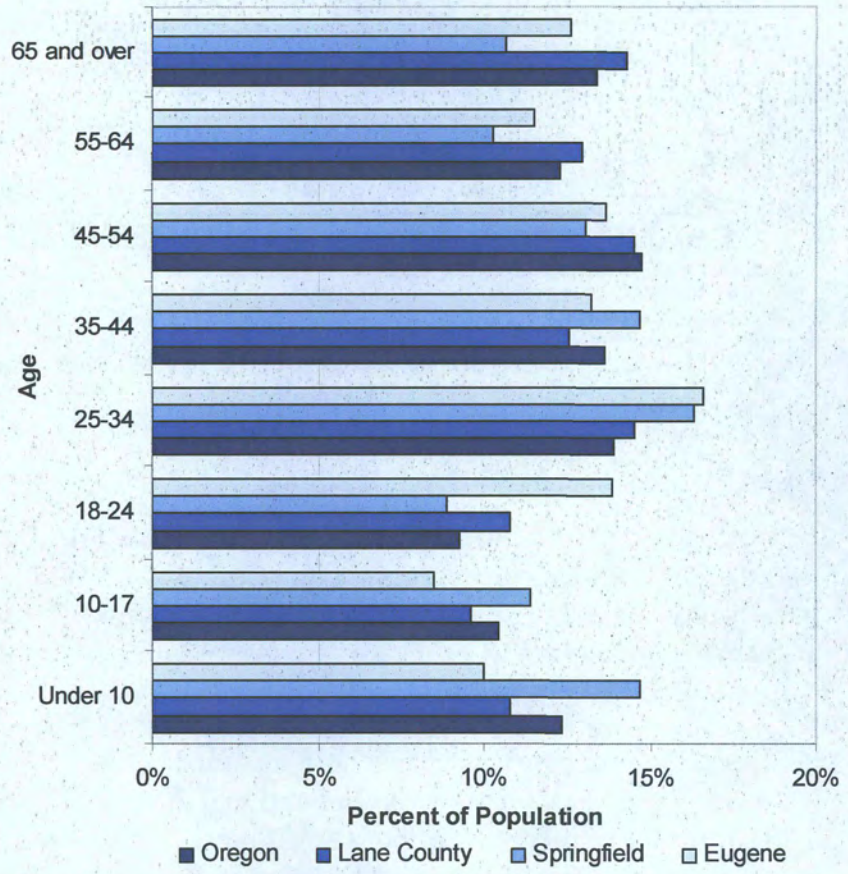
	Population			Change 1990 to 2007		
Area	1990	2000	2007	Number	Percent	AAGR
U.S.	248,709,873	281,421,906	301,621,157	52,911,284	21%	1.1%
Oregon	2,842,321	3,421,399	3,745,455	903,134	32%	1.6%
Willamette Valley	1,962,816	2,380,606	2,602,790	639,974	33%	1.7%
Lane County	282,912	322,959	343,140	60,228	21%	1.1%
Springfield	44,683	52,864	57,320	12,637	28%	1.5%
Eugene	112,669	137,893	153,690	41,021	36%	1.8%

Source: U.S. Census, the Population Research Center at Portland State University.
Notes: Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington, and Yamhill Counties represent the Willamette Valley Region.

Migration is the largest component of population growth in Oregon. Between 1990 and 2007, in-migration accounted for 70% of Oregon's population growth. Over the same period, in-migration accounted for 74% of population growth in Lane County, adding nearly 44,500 residents over the seventeen-year period.

Springfield's population was younger than the County or State averages in 2008. Figure A-1 shows the age structure for Oregon, Lane County, Eugene, and Springfield in 2008. Springfield had a greater proportion of its population under 44 years of age (66%) than Eugene (62%), Lane County (58%), or Oregon (60%). Springfield also had a smaller share of population aged 55 and older, 21% of Springfield's population, compared to 24% in Eugene, 27% in the County, 26% in the State.

Figure A-1. Population by age, Oregon, Lane County, Eugene, and Springfield, 2008



Source: Claritas 2008, percentages calculated by ECONorthwest.

The average age of Springfield residents is increasing. According to the US Census, Springfield's average age was 32 in 2000, 30 in 1990, and 26 in 1980. Table A-2 shows the change in age distribution for Springfield between 2000 and 2008. The age group that increased the most was people aged 45 to 64, which grew by 2,540 people (24%). This age group's proportion of the total population increased from 20% to 23% during this time period. The largest percentage decrease was in people aged 18 to 24, which shrunk by 913 people (16%).

Table A-2. Change in age distribution, Springfield, 2000-2008

	2000		2008		Change 2000 to 2008		
Age Group	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	4,327	8%	4,121	7%	-206	-5%	-0.8%
5-17	10,069	19%	10,477	19%	408	4%	-0.3%
18-24	5,890	11%	4,977	9%	-913	-16%	-2.3%
25-44	16,609	31%	17,372	31%	763	5%	-0.4%
45-64	10,546	20%	13,086	23%	2,540	24%	3.4%
65 and over	5,423	10%	5,983	11%	560	10%	0.4%
Total	**52,864**	**100%**	**56,016**	**100%**	**3,152**	**6%**	**0.0%**

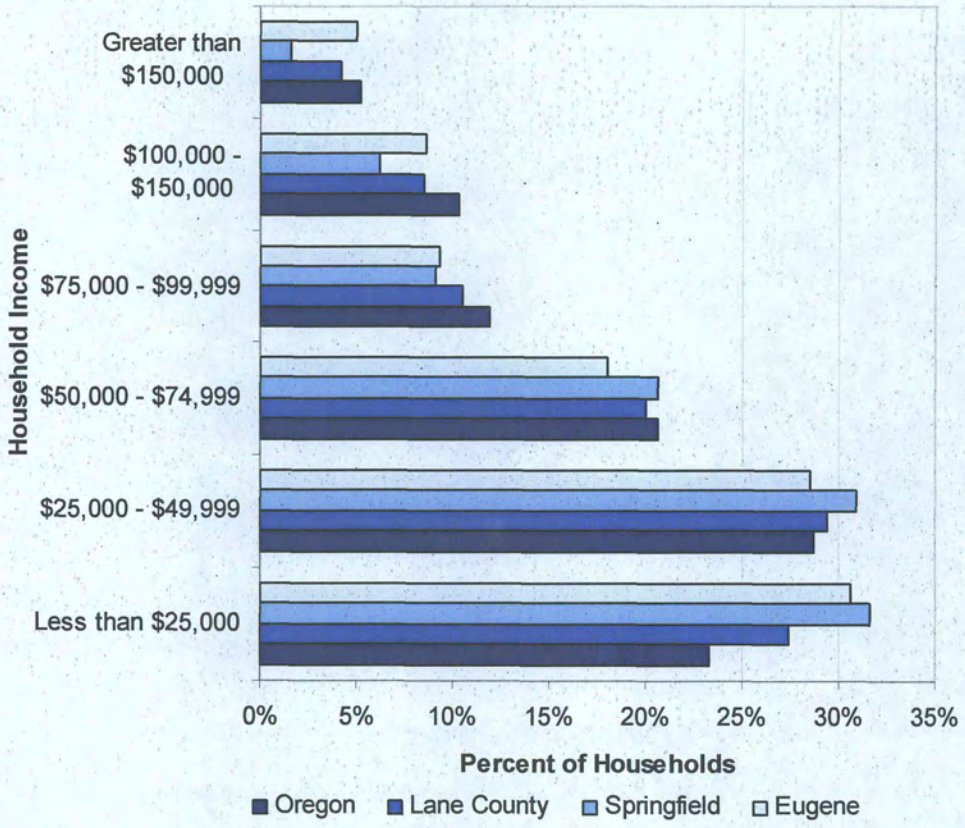
Source: U.S. Census 2000 and Claritas 2008
Note: Percent change over the 2000 to 2008 period is based on the growth in the age group divided by the number of people in the age group in 2000. For example, people 5 to 17 years old had a 4% percent change, which was calculated using the following calculation: 408/10,069 = 4%.
Note: Share refers to the change in the percent of an age group between 2000 and 2008. For example, the share of people 18 to 24 years old decreased from 11% to 9%, a decrease of 2.3%.
Note: Percentages may not add to 100% as a result of rounding errors.

HOUSEHOLD AND PERSONAL INCOME

Income in Lane County and Springfield has historically been lower than the State or national averages. Lane County's median household income in 2006 was $42,127, compared with $46,230 for Oregon and the national average of $48,451. The median household income in Springfield in 1999 was $33,031, 89% of the County average of $36,942.

Lane County's median household income in 2006 was $42,127, compared with $46,230 for Oregon and the national average of $48,451. Figure A-2 shows the distribution of household income in Oregon, Lane County, Eugene, and Springfield in 2008. Figure A-2 shows that a larger share of households in Springfield (32%) had an income of $25,000 or less, compared to Lane County (27%) or the State (23%). Springfield also has a lower share of households with income above $75,000 (17%) than Eugene (23%), the County (23%), or the State (27%).

Figure A-2. Distribution of household income of Oregon, Lane County, Eugene, and Springfield, 2008

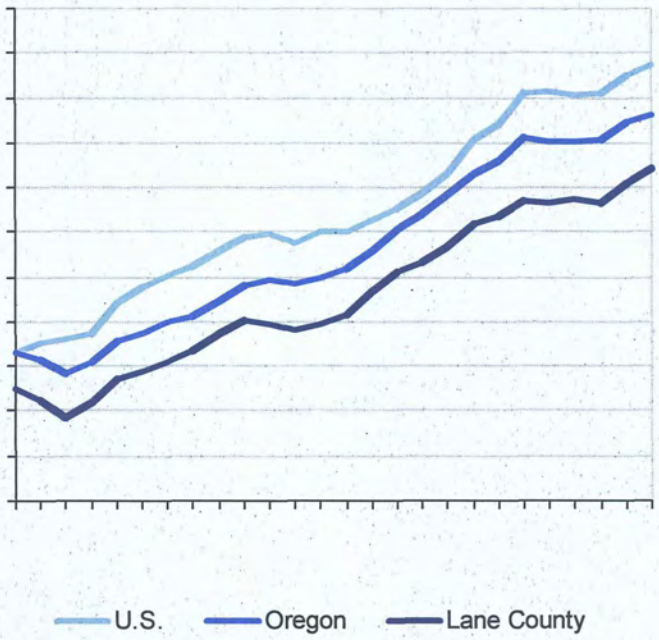


Source: Claritas 2008

Figure A-3 shows the change in per capita personal income for the U.S., Oregon, and Lane County between 1980 and 2005 (in constant 2005 dollars). Oregon's per capita personal income was consistently lower than the U.S. average over the 25-year period. While the gap between the Oregon and U.S. average narrowed in the mid-1990s, it widened again starting in the late 1990's.

Lane County's personal income over the 25-year period was consistently lower than Oregon's personal income. In 2005, per capita personal income in Lane County was approximately 92% of Oregon's per capital income and 87% of the U.S. per capital income. During the 25-year period, per capita personal income in both Lane County and Oregon grew by 49%, while personal income grew by 59% nationally during the same period.

Figure A-3. Per capita personal income in the U.S., Oregon, and Lane County, 1980-2005, ($2005)

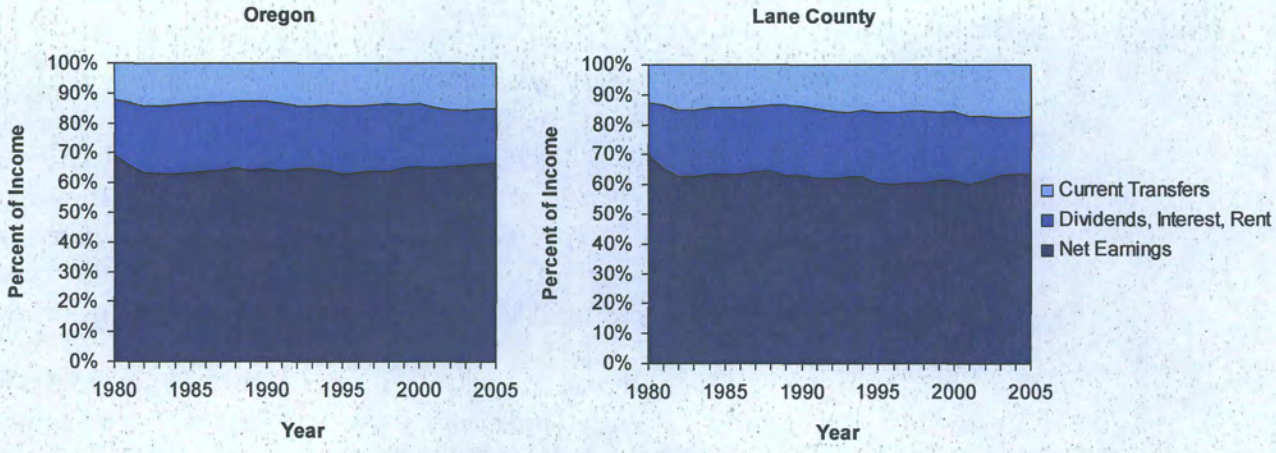


Source: Regional Economic Information System, Bureau of Economic Analysis, U.S. Department of Commerce

Figure A-4 shows the major sources of per capita personal income for Oregon and Lane County between 1980 and 2005. Lane County's share of personal income from net earnings was lower than for Oregon and the County's share of personal income from transfer payments and dividends, interest, and rent was higher than the State average.

Retirees are most likely to have personal income from current transfers and dividends, interest, and rent. The larger share of personal income from these sources makes sense because Lane County has a larger share of people over 60-years than the State average. Figure A-1 shows that Lane County has a higher percentage of residents over 60 years old than the State average. In addition, the share of population aged 65 and older increased by 16% between 1990 and 2000 in Lane County, compared with a 12% statewide increase in population 65 and older.

Figure A-4. Per capita personal income by major sources, Oregon and Lane County, 1980-2005



Source: Regional Economic Information System, Bureau of Economic Analysis, U.S. Department of Commerce

Table A-3 shows average annual pay per employee in the U.S., Oregon, and Lane County for 2000 to 2006. The national average wage grew faster than State or County averages. The average U.S. wage increased by 20% (more than $7,000), compared to the State increase of 16% (more than $5,000) or the County increase of 19% (more than $5,000). Wages in Lane County relative to the U.S. decreased by 1% over the six-year period.

Lane County's average annual wage has increased by 19% (more than $5,000) from $27,878 to $33,240 over the 2000 to 2006 period. Lane County's average pay has grown faster than the State average, increasing from 85% of the State average in 2000 to 87% in 2006.

Table A-3. Average annual pay, Oregon and Lane County (nominal dollars), 2000-2006

				Lane County	
	U.S	Oregon	Lane County	% of U.S.	% of State
2000	$35,323	$32,776	$27,878	79%	85%
2001	$36,219	$33,202	$28,982	80%	87%
2002	$36,764	$33,685	$29,427	80%	87%
2003	$37,765	$34,455	$30,325	80%	88%
2004	$39,354	$35,627	$31,339	80%	88%
2005	$40,677	$36,593	$32,302	79%	88%
2006	$42,535	$38,070	$33,240	78%	87%
Change 2000 to 2006					
Nominal Change	$7,212	$5,294	$5,362		
Percent Change	20%	16%	19%		

Source: Oregon Employment Department and U.S. Bureau of Labor Statistics

Springfield's average wages are similar to the County average. The average wage for workers in Springfield in 2006 was nearly $33,000.

LANE COUNTY EMPLOYMENT TRENDS

Tables A-4 and A-5 present data from the Oregon Employment Department that show changes in covered employment[51] for Lane County between 1980 and 2005. The changes in sectors and industries are shown in two tables: (1) between 1980 and 2000 and (2) between 2001 and 2005. The analysis is divided in this way because of changes in industry and sector classification that made it difficult to compare information about employment collected after 2001 with information collected prior to 2000.

Employment data in this section is summarized by *sector*, each of which includes several individual *industries*. For example, the Retail Trade sector includes General Merchandise Stores, Motor Vehicle and Parts Dealers, Food and Beverage Stores, and other retail industries.

Table A-4 shows the changes in covered employment by sector in Lane County between 1980 and 2000. Covered employment in the County grew from 97,600 to 139,696, an increase of 43% or 42,096 jobs. Every sector added jobs during this period, except for Mining. The sectors with the greatest change in employment were Services and Retail Trade, adding a total of 29,423 jobs or about 70% of all new jobs.

Manufacturing grew by 4,020 jobs during the twenty-year period. The industries with the largest manufacturing growth were Transportation equipment manufacturing (R.V. manufacturing), computer and electronics manufacturing, and machinery manufacturing.

Average pay per employee increased from about $13,700 in 1980 to $27,900 in 2000. The sectors that grew the fastest generally paid less than average, with Services paying between 80% to 90% of average and Retail Trade paying about 60% of average. Manufacturing jobs generally paid more than the average, varying between 140% of average in 1980 to 124% of average by 2000.

[51] Covered employment refers to jobs covered by unemployment insurance, which includes most wage and salary jobs but does not include sole proprietors, seasonal farm workers, and other classes of employees.

Table A-4. Covered employment in Lane County, 1980-2000

Sector	1980	1990	2000	Change 1980 to 2000		
				Difference	Percent	AAGR
Agriculture, Forestry & Fishing	1,137	1,863	2,101	964	85%	2.5%
Mining	231	179	154	-77	-33%	-1.6%
Construction	4,600	3,992	6,834	2,234	49%	1.6%
Manufacturing	**19,638**	**20,654**	**23,658**	**4,020**	**20%**	**0.7%**
Trans., Comm., & Utilities	3,836	3,750	3,845	9	0%	0.0%
Wholesale Trade	5,578	5,900	6,422	844	15%	0.6%
Retail Trade	**20,299**	**24,429**	**28,758**	**8,459**	**42%**	**1.4%**
Finance, Insurance & Real Estate	4,217	4,523	6,198	1,981	47%	1.6%
Services	**18,272**	**27,817**	**39,236**	**20,964**	**115%**	**3.1%**
Nonclassifiable/all others	13	50	37	24	185%	4.3%
Government	19,779	20,219	22,453	2,674	14%	0.5%
Total	97,600	113,376	139,696	42,096	43%	1.4%

Source: Oregon Employment Department, Oregon Labor Market Information System, Covered Employment & Wages.
Summary by industry and percentages calculated by ECONorthwest
Note: AAGR is average annual growth rate

Table A-5 shows the change in covered employment by sector for Lane County between 2001 and 2007. Employment increased by 13,549 jobs or 10% during this period. The private sectors with the largest increases in numbers of employees were Administration Support and Cleaning, Retail Trade, Construction, and Health and Social Assistance. The sector that lost the greatest number of employees during this period was Agriculture, Forestry, Fishing and Mining.

Table A-5. Covered employment in Lane County, 2001-2007

Sector	2001	2007	Change 2001 to 2007		
			Difference	Percent	AAGR
Natural Resources and Mining	2,338	2,062	-276	-12%	-2.1%
Construction	**6,366**	**8,034**	**1,668**	**26%**	4.0%
Manufacturing	19,697	19,864	167	1%	0.1%
Wholesale	5,300	6,071	771	15%	2.3%
Retail	**17,912**	**19,755**	**1,843**	**10%**	1.6%
Transportation & Warehousing	2,606	3,047	441	17%	2.6%
Information	3,729	3,901	172	5%	0.8%
Finance & Insurance	3,963	4,313	350	9%	1.4%
Real Estate Rental & Leasing	2,508	2,530	22	1%	0.1%
Professional, Scientific & Tech. Srv.	5,571	5,658	87	2%	0.3%
Management of Companies	1,818	1,901	83	5%	0.7%
Admin. Support & Cleaning Srv.	**6,399**	**8,738**	**2,339**	**37%**	5.3%
Education	1,067	1,389	322	30%	4.5%
Health & Social Assistance	**16,871**	**18,966**	**2,095**	**12%**	2.0%
Arts, Entertainment & Recreation	1,542	2,163	621	40%	5.8%
Accomodations & Food Services	11,746	12,737	991	8%	1.4%
Other Services (except Public Admin.)	5,552	5,674	122	2%	0.4%
Private Non-Classified	49	45	-4	-8%	-1.4%
Government	22,398	24,133	1,735	8%	1.3%
Total	**137,432**	**150,981**	**13,549**	**10%**	**2.4%**

Source: Oregon Employment Department, Oregon Labor Market Information System, Covered Employment & Wages.
Summary by industry and percentages calculated by ECONorthwest
Note: AAGR is average annual growth rate

Table A-6 shows a summary of employment in Lane County in 2007. Table A-6 shows the ten largest sectors in **bold** are the top ten employers, sectors with below average pay per employee in red, and sectors with above average pay per employee in blue. Table A-6 shows:

- Construction, Manufacturing, Government, and Health and Social Assistance were among the sectors with the greatest employment in Lane County and have above average pay per employee. These sectors accounted for 47% of employment or nearly 71,000 employees in Lane County.
- Retail, Accommodations and Food Services, and Administration and Support and Waste Management were among the sectors with the greatest employment in Lane County and have below average pay per employee. These sectors accounted for 27% of employment or more than 41,000 employees in Lane County.

Table A-6. Covered employment in Lane County, 2007

Sector/Industry	Establish-ments	Employment	Percent of Employment	Average Pay per Employee
Natural Resources & Mining	228	2,062	1%	$34,662
Construction	**1,249**	**8,034**	**5%**	**$41,346**
Construction of buildings	445	445	0%	$445
Specialty trade contractors	695	695	0%	$695
Manufacturing	**599**	**19,864**	**13%**	**$41,055**
Wood product manufacturing	76	4,548	3%	$42,423
Machinery manufacturing	51	1,816	1%	$48,027
Computer & electronic product mfg.	20	1,934	1%	$56,594
Transportation equipment mfg.	31	4,093	3%	$31,942
Wholesale	588	6,071	4%	$44,609
Retail	**1,276**	**19,755**	**13%**	**$24,258**
Motor vehicle & parts dealers	159	2,997	2%	$39,809
Building material & garden supply stores	85	1,603	1%	$27,883
Food & beverage stores	205	4,044	3%	$20,451
General merch&ise stores	58	4,073	3%	$21,784
Miscellaneous store retailers	174	1,455	1%	$20,513
Transportation, Warehousing & Utilties	267	3,047	2%	$37,448
Information	180	3,901	3%	$50,769
Finance & Insurance	611	4,313	3%	$49,753
Credit intermediation & related activities	252	252	0%	$252
Insurance carriers & related activitie	230	230	0%	$230
Real Estate Rental & Leasing	566	2,530	2%	$25,994
Professional, Scientific & Technical Svcs	1,004	5,658	4%	$41,314
Management of Companies	87	1,901	1%	$66,758
Admin. & Support & Waste Mgmt	**484**	**8,738**	**6%**	**$21,771**
Private Education	135	1,389	1%	$23,709
Health & Social Assistance	**971**	**18,966**	**13%**	**$39,836**
Ambulatory health care services	598	6,453	4%	$52,408
Nursing & residential care facilities	181	3,915	3%	$22,013
Arts, Entertainment & Recreation	151	2,163	1%	$13,533
Accomodations & Food Services	**861**	**12,737**	**8%**	**$13,749**
Accommodation	100	100	0%	$100
Food services & drinking places	734	734	0%	$734
Other Services	1,322	5,674	4%	$22,345
Repair & maintenance	309	309	0%	$309
Membership associations & organization	437	437	0%	$437
Private Non-Classified	66	45	0%	$41,167
Government	**376**	**24,133**	**16%**	**$39,312**
Federal	70	1,764	1%	$57,977
State	**61**	**6,878**	**5%**	**$39,498**
Local	**245**	**15,491**	**10%**	**$37,105**
Education & Health Services	**147**	**8,547**	**6%**	**$31,343**
Public Administration	49	4,268	3%	$47,464
Total	**11,021**	**150,981**	**100%**	**$34,328**

Source: Oregon Employment Department, Oregon Labor Market Information System, Covered Employment & Wages. Summary by industry and percentages calculated by ECONorthwest
Notes: Sectors in **bold** are the top ten employers, sectors in red have below average pay per employee, and sectors in blue have above average pay per employee.
Note: Average pay per employee is shown as reported by the Oregon Employment Department.

EMPLOYMENT IN SPRINGFIELD

Table A-7 shows a summary of confidential employment data for Springfield in 2006. Springfield had 27,310 jobs at 1,819 establishments in 2006, with an average firm size of 15 employees. The sectors with the greatest employees were: Retail (13%), Government (13%), Health Care and Social Assistance (11%), and Manufacturing (10%). These sectors accounted for 17,863 or 65% of Springfield's jobs.

Table A-7. Covered employment in Springfield, 2006

Sector / Industry	Establish-ments	Employees Number	Employees % of Total
Agriculture, Forestry, Fishing, and Mining	**22**	**282**	**1%**
Forestry and Logging	11	136	0%
Other Agriculture, Forestry, Fishing, and Mining	11	146	1%
Construction	**205**	**1,922**	**7%**
Manufacturing	**104**	**2,714**	**10%**
Wood Product Manufacturing	18	1,013	4%
Chemical Manufacturing	3	251	1%
Fabricated Metal Product Manufacturing	18	233	1%
Transportation Equipment Manufacturing	7	188	1%
Food Manufacturing	6	111	0%
Plastics and Rubber Products Manufacturing	6	111	0%
Furniture and Related Product Manufacturing	9	80	0%
Machinery Manufacturing	7	68	0%
Other Manufacturing	30	659	2%
Wholesale Trade	**71**	**1,230**	**5%**
Retail	**265**	**3,632**	**13%**
General Merchandise Stores	24	1,008	4%
Food and Beverage Stores	42	744	3%
Motor Vehicle and Parts Dealers	35	339	1%
Building Material, Garden Equipment, & Supplies Dealers	15	278	1%
Electronics and Appliance Stores	16	210	1%
Other Retail	133	1,053	4%
Transportation and Warehousing and Utilities	**55**	**941**	**3%**
Information	**24**	**1,356**	**5%**
Finance and Insurance	**99**	**1,110**	**4%**
Real Estate and Rental and Leasing	**98**	**441**	**2%**
Professional, Scientific, and Technical Services	**97**	**576**	**2%**
Management of Companies and Enterprises	**24**	**343**	**1%**
Admin. & Support and Waste Mgt Services	**82**	**2,460**	**9%**
Private Educational Services	**12**	**109**	**0%**
Health Care and Social Assistance	**167**	**3,069**	**11%**
Arts, Entertainment, and Recreation	**30**	**321**	**1%**
Accommodation and Food Services	**179**	**2,453**	**9%**
Accommodation	12	227	1%
Food Services and Drinking Places	167	2,226	8%
Other Services	**217**	**816**	**3%**
Government	**68**	**3,535**	**13%**
Federal and State	13	368	1%
Local	55	3,167	12%
Total	**1,819**	**27,310**	**100%**

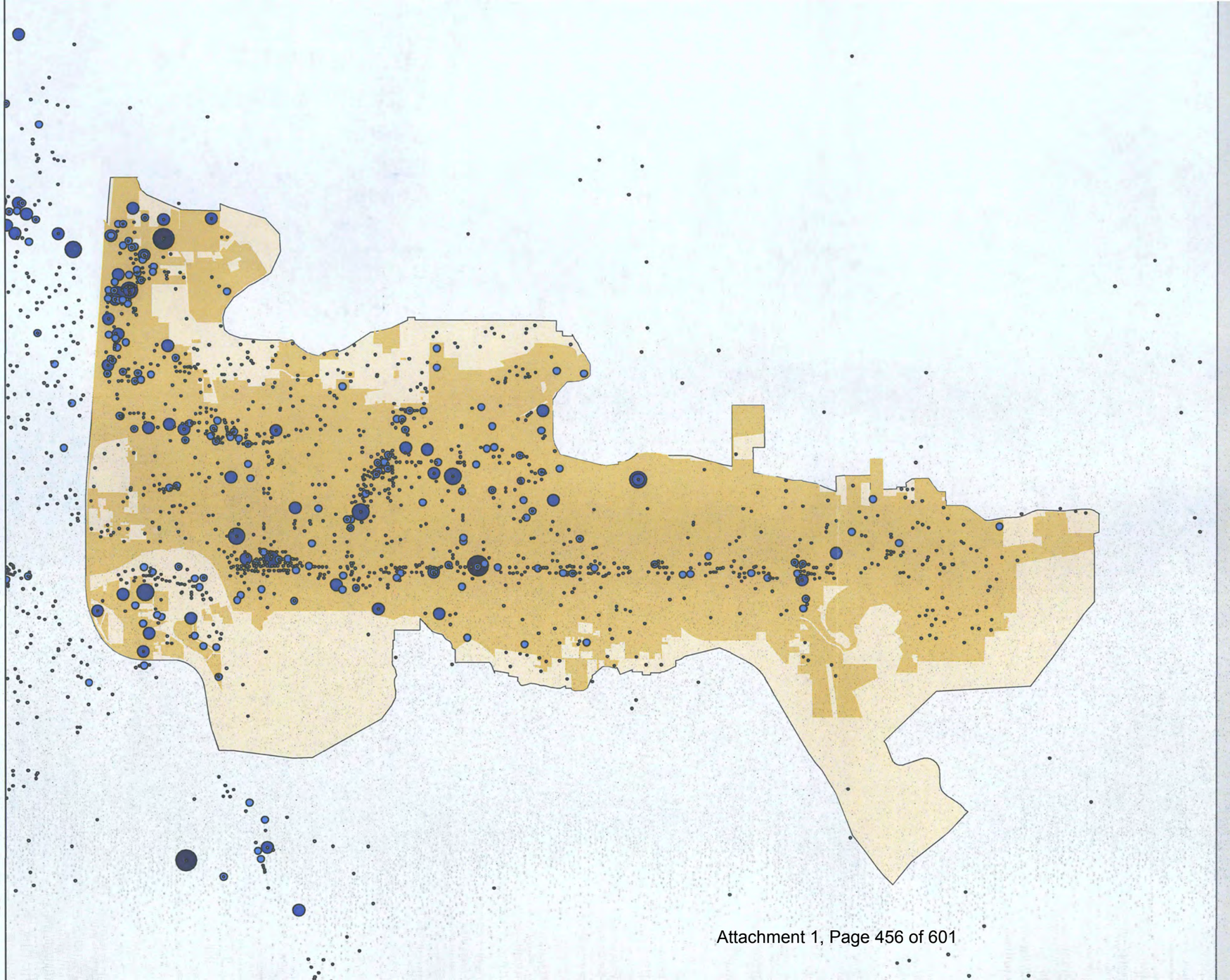
Source: Oregon Employment Department Quarterly Census of Employment and Wages (QCEW). Summary by industry and percentages calculated by ECONorthwest
Note: The percent column does not add to 100% as a result of rounding errors.

Map A-1 shows employment in Springfield by plan designations and number of employees in 2006. Map A-1 shows that employees are distributed throughout Springfield, with concentrations along Main Street and in Gateway.

Map A-2 shows the size of employers in Springfield by Plan Designation. Larger employers are clustered along Main Street, in Gateway, and in other areas zoned for commercial and industrial use. Small employers are scattered in most parts of the City.

# of Employees
Springfield 2006

City of Springfield
Oregon



Legend

- City Limits
- Urban Growth Boundary

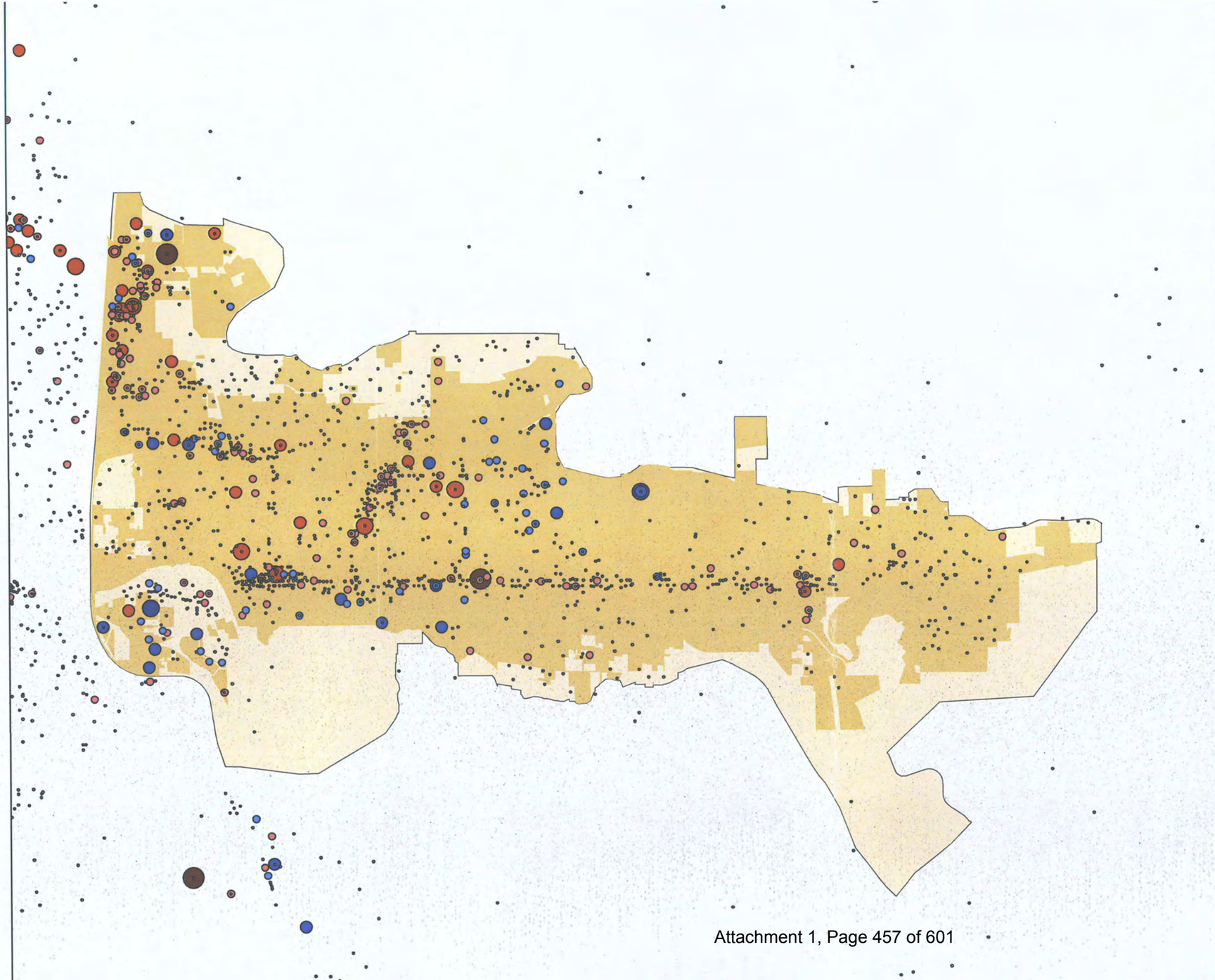
2006 Employment

- 0 - 25
- 26 - 100
- 101 - 300
- 301 - 1000
- 1001 - 5000

ECONorthwest, April 2008

and Type
Springfield 2006

City of Springfield
Oregon



Legend

- City Limits
- Urban Growth Boundary

Industrial

- 0 - 25
- 26 - 100
- 101 - 300
- 301 - 1000
- 1001 - 5000

Other

- 0 - 25
- 26 - 100
- 101 - 300
- 301 - 1000
- 1001 - 5000

Firms wanting to expand or locate in Springfield will be looking for a variety of site and building characteristics, depending on the industry and specific circumstances. One way to describe site needs is to group industries based on building and site characteristics. Each sector has been uniquely assigned to a "typical" building type, grouped by industrial and commercial uses.

Table A-8. Converting employment to building types

Building Type		Types of industries	NAICS Sectors
Industrial			
WD	Warehousing & Distribution	Transportation & Wholesale Trade	48-49, 42
GI	General Industrial	Ag, Mining, Utlilities, Construction, Manufacturing	11, 21,22, 23, 31-33
Commercial			
Office	Office	Information, FIRE, Professional Srv, Mgt of Companies, Admin & Support & Waste Mgt, Utilities, Arts/Entertainment, Other Services	51-56, 71, 81
Retail	Retail	Retail (incl. Accom & Food Srv)	44-45, 72
Med/Gov.	Medical & Government Institutions	Health & Social Services, Public Administration	61, 62, 92

Source: ECONorthwest based on methodology used by Metro in the report "Urban Growth Report: An Employment Need Analysis," 2002

Table A-9 shows employment by Comprehensive Plan Designation in 2006. About 39% of Springfield's employment is located in commercial plan designations, with more than 8,000 employees in the Commercial designation. An additional 34% of the City's employment is located in industrial designations. About 16% of Springfield's employment is located in residential designations with 10% in the Low Density Residential designation.

Table A-9. Covered employment by Plan Designation, Springfield, 2006

Plan Designation	Industrial		Commercial		Total	
	Emp.	Percent	Emp.	Percent	Emp.	Percent
Commercial						
Commercial	450	5.7%	7,649	39.8%	8,099	29.9%
Major Retail Center	20	0.3%	2,316	12.1%	2,336	8.6%
Subtotal	470	6.0%	9,965	51.9%	10,435	38.5%
Government						
Government & Education	67	0.9%	660	3.4%	727	2.7%
Industrial						
Campus Industrial	274	3.5%	2,142	11.1%	2,416	8.9%
Heavy Industrial, Special Heavy Industrial, and Sand and Gravel	2,908	36.9%	304	1.6%	3,212	11.7%
Light Medium Industrial	3,032	38.5%	645	3.4%	3,677	13.6%
Subtotal	6,214	78.9%	3,091	16.1%	9,305	34.3%
Mixed-Use						
Commercial Mixed Use	318	4.0%	1,450	7.5%	1,768	6.5%
Light Med Ind Mixed Use and Medium Density Res Mixed	113	1.4%	169	0.9%	282	0.7%
Subtotal	431	5.5%	1,619	8.4%	2,050	7.6%
Residential						
High Density Residential	0	0.0%	456	2.4%	456	1.7%
Low Density Residential	592	7.5%	2,093	10.9%	2,685	9.9%
Medium Density Residential	100	1.3%	1,082	5.6%	1,182	4.4%
Subtotal	692	8.8%	3,631	18.9%	4,323	16.0%
Other						
Parks and Open Space	0	0.0%	250	1.3%	250	0.9%
TOTAL	**7,874**	**100.0%**	**19,216**	**100.0%**	**27,090**	**100.0%**

Source: Oregon Employment Department Quarterly Census of Employment and Wages (QCEW) and Springfield GIS data; calculations and analysis by ECONorthwest
Note: The number of employees shown in Table A-9 (27,090) is fewer than shown in Table A-7 (27,310) because of data issues between the QCEW and GIS data.

Table A-10 shows the estimated covered employment located in non-residential plan designations by type of building in Springfield in 2006. More than half of Springfield's employment in 2006 was located in Office and Retail buildings. More than two-thirds of Springfield's firms were located in Office and Retail buildings.

Table A-10. Estimated covered employment in non-residential plan designations by type of building, Springfield, 2006

Building Type	Employees		Firms	
	Number	Percent	Number	Percent
WD	2,457	11%	50	8%
GI	4,336	20%	101	17%
Office	6,212	28%	192	31%
Retail	5,500	25%	220	36%
Med/Gov	3,604	16%	49	8%
Total	**22,109**	**100%**	**612**	**100%**

Source: ECONorthwest based on QCEW data

Table A-11 shows the distribution of employees by building type and site size in non-residential plan designations in Springfield in 2006. About 22% of Springfield's employment is on sites 5 to 20 acres, 21% is on sites less than 1-acre, and 19% is on sites greater than 50 acres.

Table A-11. Percent of employees by building type and site sizes, Springfield, 2006

Building Type	Site Size (acres)						Total Employees
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
WD	13%	6%	3%	63%	12%	3%	100%
GI	15%	17%	17%	18%	2%	31%	100%
Office	28%	14%	15%	23%	13%	8%	100%
Retail	29%	13%	11%	18%	10%	18%	100%
Med/Gov	9%	4%	8%	5%	35%	38%	100%
Total	**21%**	**12%**	**12%**	**22%**	**13%**	**19%**	**100%**

Source: ECONorthwest based on QCEW data
Note: Total Employees may not add to 100% because of rounding errors.
The percent of employees by building type and site size was calculated based on the number of employees in each building type and site size categories using QCEW data and City of Springfield tax lot data.

BUSINESS CLUSTERS

One way to assess the types of businesses that are likely to have future growth in an area is to examine relative concentration and employment growth of existing businesses. This method of analysis can help determine relationships and linkages within in industries, also called industrial clusters. Sectors that are highly concentrated (meaning there are more than the "average" number of businesses in a sector in a given area) and have had high employment growth are likely to be successful industrial cluster. Sectors with either high concentration of businesses or high employment group may be part of an emerging cluster, with potential for future growth.

The Oregon Economic and Community Development Department (OECDD) prepared a report titled "Oregon's Traded Clusters: Major Industries and Trends." This report identified 25 clusters in Lane County.

- **Business Services.** This cluster is dominated by Professional, Scientific, and Technical Services and Employment Services. The average annual wage varies by sector, with the highest pay in Professional, Scientific, and Technical Services (about $51,800). Employment growth in these industries was moderate to fast between 2003 and 2005. Business Services firms may be attracted to Springfield as a result of firms located in Springfield, the availability of educated workers within the region, and the high quality of life and access to recreation in Springfield.

- **Communication Equipment** This cluster includes manufacturing and wholesaling of computer, communications, and audio and video equipment. Lane County has clusters of both manufacturing and wholesaling communication equipment but the manufacturing cluster is bigger in the County. Employment growth in the cluster was fastest in computer and peripheral manufacturing between 2003 and 2005. The average annual wage in this sector is higher than the State average, at $68,076. Firms in this cluster may be attracted to Springfield as the City's location and access to transportation, the availability of educated workers within the region, and the high quality of life and access to recreation in Springfield.

- **Information Technology.** This cluster includes Telecommunications, Software Publishers, and Internet Service Providers. The average annual wage was above State averages. Growth in the cluster varied between 2003 and 2005, with a decrease in Telecommunications employment and increases in employment with Internet Service Providers. Information Technology firms may be attracted to Springfield because of the availability of educated workers within the region and the high quality of life and access to recreation in Springfield. Springfield may be attractive as a location to outsource back-office functions for larger Information Technology firms.

- **Logistics and Distribution.** This cluster includes truck transportation and warehousing. This cluster grew during the 2003-2005 period, with the greatest growth in Truck Transportation. Wages in this cluster were similar to State averages. Firms in this cluster may be attracted to Springfield as the City's location relative

to other cities in the Willamette Valley and Oregon and the access to transportation via I-5 and Highway 126.

- **Medical products.** This cluster includes medical and equipment supplies manufacturing. This sector has higher than average wages and had moderate employment growth during the 2003 to 2005 period. Firms may be attracted to Springfield as a result of firms located in Springfield, the availability of educated workers within the region, and the high quality of life and access to recreation in Springfield.

- **Metals and Related Products.** This cluster includes metals manufacturing, including Fabricated Metals Manufacturing and Primary Metals Manufacturing. Although employment decreased in this cluster over the 2003-2005 period, Lane County has the largest cluster of Metal Wholesalers outside of the Portland metropolitan area. Wages in this cluster were general at or above State averages. Firms may be attracted to Springfield as a result of existing businesses and the availability of labor.

- **Processed Foods and Beverages.** This cluster includes manufacturing of food and beverages. Employment in this cluster decreased over the 2003-2005 period and average wages in this cluster are at or below State averages. Firms may be attracted to Springfield as a result of the City's proximity to food growers and the availability of labor.

- **Wood and Other Forest Products.** This cluster includes wood product manufacturing, logging, paper making, and support activities. The average annual wage was below State averages and employment grew slowly within the cluster over the 2003-2005 period. Firms may be attracted to Springfield as a result of the City's proximity to natural resources and the availability of labor.

Table A-12 shows potential growth sectors in Springfield, based on existing concentrations of employment and the Oregon Employment Department's (OED) forecast for employment growth over the 2006-2016 period. Sectors with high employment concentration and high growth forecasts are the industries most likely to grow. These sectors are: Health and Social Assistance; Administrative and Support and Waste Management Services; Construction; and Accommodations and Food Services.

Springfield may have opportunities for growth in sectors that the OED forecasts will have high growth but Springfield does not currently have

high concentrations in: Arts, Entertainment, and Recreation; Management of Companies and Enterprises; Professional, Scientific, and Technical Services; and Private Educational Services.

Table A-12. Potential growth of industries in Springfield

Low Employment Growth Projection for Lane County	High Employment Growth Projection for Lane County
High Employment Concentration in Springfield (relative to Oregon)	
Information	Health Care & Social Assistance
Finance & Insurance	Admin. & Support & Waste Mgt Srv.
Transportation, Warehousing & Utilities	Construction
Real Estate & Rental & Leasing	Accommodation & Food Srv.
Wholesale Trade	
Low Employment Concentration in Springfield (relative to Oregon)	
Government	Arts, Entertainment, & Recreation
Other Srv.	Management of Companies & Enterprises
Manufacturing	Professional, Scientific, & Technical Srv.
Retail	Private Educational Srv.
Agriculture, Forestry, Fishing, & Mining	

Source: Oregon Employment Department; calculations by ECONorthwest

REGIONAL BUSINESS ACTIVITY

Springfield exists within with Eugene-Springfield regional economy. Springfield is able to attract labor from across the region, Springfield employers and residents benefit from training opportunities present in Eugene (e.g., the University of Oregon and Lane Community College), and Springfield businesses and residents are effected by economic activity within the region. This section presents the large-scale regional business activities.

- **Peace Health at RiverBend.** Peace Health has built a new hospital complex at RiverBend and will complete the transition of staff from the University District facility to RiverBend by the end of Sept. 2008. The RiverBend campus will have 2,500 PeaceHealth employees, in occupations including: physicians, nurses, medical technicians, other medical staff, environmental services staff, and food services staff. PeaceHealth started relocating administrative and other staff to the RiverBend Annex in 2006, which has 700 employees.

  The RiverBend campus will attract additional firms. For example, Oregon Medical Labs, Oregon Imaging Center, and the Northwest Specialty Clinics will have approximately 350 staff and physicians at the RiverBend campus. The RiverBend Pavilion will have about 300 employees, at the Oregon Medical Group, Oregon Imaging, and other medical businesses.

PeaceHealth plans to further develop the RiverBend campus to include a wide range of uses: a mixture of housing types, office and commercial support services, retail, and educational and research functions to support collaborations with Oregon Health Services University and the University of Oregon. Studies for the RiverBend master plan indicated that there may be demand for additional office development (400,000-500,000 square feet) and commercial retail services (50,000 to 70,000 square feet).

- **Manufacturing.** Manufacturing is important to the economy in Springfield and in Lane County. Manufacturing accounted for 14% of employment (more than 20,000 jobs) in Lane County and 10% of employment (more than 2,700 jobs) in Springfield in 2006. [52]

  Manufacturing is a traded sector industry, which brings revenue into Oregon and Lane County from outside the State. The following manufacturing industries accounted for two-thirds ($11 billion) of revenue from exports in Oregon in 2007: Computer & Electronic Production, Transportation Equipment, Machinery Manufacturers, Chemical Manufacture, and Primary Metal Manufacturers.[53] These industries are all present in Lane County, accounting for 44% of manufacturing employment in the County. Other export industries with substantial employment in Lane County are: Woods Products Manufacturing, Food Manufacturing, and Fabricated Metal Product Manufacturing.[54]

  - **Recreational Vehicles.** Lane County has a cluster of recreational vehicles (RVs) manufacturers and retailers. Two of Lane County's largest manufacturers are Monaco Coach and County Coach. Employment in RV manufacturing has declined since 2006 as a result of declining demand for RVs due, in part, to increases in gasoline costs. High energy costs may continue to depress demand for RVs, at least in the next two to five years.

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[52] Oregon Employment Department

[53] "Economic Data Packet, Mary 2008," Oregon Economic And Community Development Department

[54] Oregon Employment Department

- **Wood Products and Paper Manufacturing.** Manufacturing timber-related products has historically been a source of employment and exports in Lane County. Employment in these industries has declined since the 1980's but continues to account for more than one-quarter of manufacturing employment in Lane County in 2006. Continued changes create uncertainty for future employment in these industries. For example, Weyerhaeuser, one of Lane County's largest employers, announced in March 2008 that it was selling several facilities in Oregon and Lane County to International Paper Corporation. It is unclear whether and how this sale will impact employment in paper manufacturing.

- **Call centers.** The trend towards domestic outsourcing of back-office functions has lead several companies to locate call centers in the Eugene-Springfield area. The largest among these call centers is Symantec, located in Springfield. Other recent call centers to locate in the Eugene-Springfield area include Royal Caribbean and Enterprise. The Eugene-Springfield's trained labor pool of relatively low-cost workers for call centers gives the region an advantage for attracting additional call centers.

- **Tourism.** Tourism brings economic activity into an area from outside sources. Tourism expenditures in Lane County in 2006 grew 7.5%, to $553 million, exceeding the statewide tourism growth rate for the year. Tourism accounts for about 7,500 jobs in Lane County.[55]

A major source of tourism spending is overnight accommodations. In 2008, the Eugene-Springfield Region has 3,118 total rooms. Since 1997, 629 limited service hotel rooms were added. During the same period, 377 full service rooms, 92 limited service rooms, and 15,464 square feet of meeting space have closed.[56]

Figure A-5 shows the hotel occupancy rate in the Eugene-Springfield Region from fiscal year 1998 to fiscal year 2008. The Region's occupancy rate varied from 59% in fiscal year 2002 and 2003 to 72% in fiscal year 2006.

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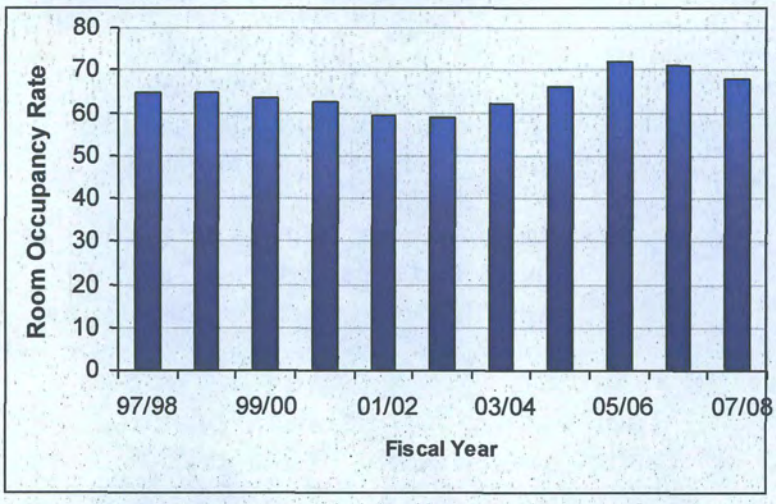
[55] Convention & Visitors Association of Lane County Oregon, CVALCO

[56] Convention & Visitors Association of Lane County Oregon, CVALCO

Figure A-5. Hotel room occupancy rate, Eugene-Springfield Region, Fiscal Years 1998 to 2008



Source: Convention & Visitors Association of Lane County Oregon, CVALCO
Note: 2008 data current through March 2008

Springfield levies a 9.5% transient lodging tax on overnight accommodations. Springfield's lodging tax rate is 9.5%. Table A-13 shows transient lodging tax revenue for Lane County and Springfield for fiscal year 2000 through 2008. Springfield's lodging tax revenue varied from $1.2 million in fiscal year 2004 to $1.6 million in fiscal year 2007. Springfield's transient lodging tax revenues accounted for about one-quarter of total County revenues.

Table A-13. Transient lodging tax revenues, Lane County and Springfield, Fiscal Years 2000 to 2008

Fiscal Year	Lane County	Springfield	Springfield's % of County
2000	$4,753,583	$1,366,788	29%
2001	$4,834,210	$1,314,714	27%
2002	$4,865,320	$1,265,825	26%
2003	$4,820,662	$1,275,426	26%
2004	$5,095,869	$1,187,367	23%
2005	$5,378,361	$1,242,653	23%
2006	$6,016,364	$1,504,813	25%
2007	$6,611,718	$1,597,994	24%
2008	$5,103,490	$1,235,685	24%

Source: Convention & Visitors Association of Lane County Oregon, CVALCO
Note: 2008 data current through March 2008

- **Agriculture.** Agricultural production is an important component of Lane County's economy. In 2002, Lane County had approximately $88 million in total gross sales from agriculture.

Table A-14 shows the top five agricultural products in Lane County in 1997 and 2002. Lane County's agriculture products with the greatest value of sales in 2002 were Nursery ($21 million) and Milk & dairy ($10.3 million). Milk & diary had the largest average sales value per farm ($1.1 million), nearly double the 1997 average sales value for dairies in 1997 ($0.6 million). This change may indicate that dairies have grown larger over the five-year period.

Other important changes are the decrease in value of sales for poultry and eggs (down $4.2 million) cattle and calves (down $2.2 million). The decrease in sales for cattle and calves may be explained by the decrease of 248 farms with cattle and calves.

Table A-14. Six agricultural products with the highest sales value, Lane County 1997 and 2002

Item	Value of Sales	Farms	Average Value of Sales per Farm
2002 Total Sales			
Nursery, greenhouse, floriculture, & sod	$21,001,000	208	$ 100,966
Milk & other dairy products from cows	$10,290,000	9	$ 1,143,333
Cattle & calves	$ 7,622,000	779	$ 9,784
Fruits, tree nuts, & berries	$ 6,683,000	382	$ 17,495
Vegetables, melons, potatoes, & sweet potatoes	$ 5,955,000	155	$ 38,419
Poultry & eggs	$ 5,919,000	218	$ 27,151
1997 Total Sales			
Poultry & eggs	$10,074,000	144	$ 69,958
Cattle & calves	$ 9,780,000	1,027	$ 9,523
Milk & other dairy products from cows	$ 7,306,000	13	$ 562,000
Fruits, tree nuts, & berries	$ 6,842,000	303	$ 22,581
Vegetables, melons, potatoes, & sweet potatoes	NA	NA	NA
Nursery, greenhouse, floriculture, & sod	NA	NA	NA

Source: USDA Census of Agriculture, 2002; Calculations by ECONorthwest
Note: The definition of the following categories of farm products changed between 1997 and 2002: Nursery, greenhouse, floriculture, and sod; Other crops and hay; and vegetables, melons, potatoes, and sweet potatoes. These changes prevent direct comparison between the Total Sales of these agricultural products in 1989 and 2002.

OUTLOOK FOR GROWTH IN SPRINGFIELD

Table A-15 shows the population forecast developed by the Office of Economic Analysis for Oregon and Lane County for 2000 through 2040. Lane County is forecast to grow at a slower rate than Oregon over the 2005 to 2030 period. The forecast shows Lane County's population will grow by about 96,600 people over the 25-year period, a 29% increase. Over the same period, Oregon is forecast to grow by more than 1.2 million people, a 35% increase.

Table A-15. State population forecast, Oregon and Lane County, 2000 to 2040

Year	Oregon	Lane County
2000	3,436,750	323,950
2005	3,618,200	333,855
2010	3,843,900	347,494
2015	4,095,708	365,639
2020	4,359,258	387,574
2025	4,626,015	409,159
2030	4,891,225	430,454
2035	5,154,793	451,038
2040	5,425,408	471,511
Change 2005 to 2030		
Amount	1,273,025	96,599
% Change	35%	29%
AAGR	1.2%	1.0%

Source: Office of Economic Analysis
Note: AAGR is average annual growth rate

Table A-16 shows the Oregon Employment Department's forecast for employment growth by industry for Lane County over the 2006 to 2016 period. The sectors that will lead employment growth in Lane County for the ten-year period are Health Care & Social Assistance (adding 5,600 jobs), Government (adding 3,600 jobs), Professional and Business Services (adding 3,000 jobs), Leisure & Hospitality (adding 2,800 jobs), and Retail Trade (adding 2,400 jobs). Together, these sectors are expected to add 17,400 new jobs or 76% of employment growth in Lane County.

Table A-16. Nonfarm employment forecast by industry in Lane County, 2006-2016

Sector / Industry	**2006**	**2016**	**Change 2006-2016 Amount**	**% Change**
Natural resources & Mining	900	900	0	0%
Construction	8,000	9,200	1,200	15%
Manufacturing	20,300	21,000	700	3%
Durable Goods	16,300	16,900	600	4%
Wood prodcut mfg.	4,700	4,500	-200	-4%
Transportation equip. mfg.	4,400	4,700	300	7%
Nondurable goods	4,000	4,100	100	3%
Transportation, & utilities	3,300	3,700	400	12%
Wholesale trade	5,900	6,500	600	10%
Retail trade	**19,700**	**22,100**	**2,400**	**12%**
Information	3,700	4,100	400	11%
Financial activities	8,300	9,300	1,000	12%
Professional & business srv.	**16,100**	**19,100**	**3,000**	**19%**
Administrative & support srv.	8,200	9,700	1,500	18%
Education	1,500	1,900	400	27%
Health care & social assist.	**18,100**	**23,700**	**5,600**	**31%**
Health care	15,400	20,500	5,100	33%
Leisure & hospitality	**14,200**	**17,000**	**2,800**	**20%**
Accommodation & food srv.	12,100	14,300	2,200	18%
Food srv. & drinking places	10,700	12,700	2,000	19%
Other srv.	5,100	5,700	600	12%
Government	**28,400**	**32,000**	**3,600**	**13%**
Federal government	1,800	1,700	-100	-6%
State government	11,300	13,200	1,900	17%
State education	8,700	10,200	1,500	17%
Local government	15,400	17,100	1,700	11%
Local education	8,600	9,300	700	8%
Total nonfarm employment	**153,400**	**176,100**	**22,700**	**15%**

Source: Oregon Employment Department. Employment Projections by Industry 2004-2014. Projections summarized by ECONorthwest.
Note: Percent Change was calculated based on the change in employees divided by the number of employees in 2006. For example, Retail trade's expected percent change is 15% because 2,400 employees is 12% of the 19,700 employees in retail trade in 2006 (2400 divided by 19700 = 15%).

Appendix B Factors Affecting Future Economic Growth in Springfield

This appendix presents a detailed analysis consistent with the requirements of OAR 660-009-0015(4) of Springfield's comparative advantage relative to the Eugene/Springfield area, Lane County, Willamette Valley, and Oregon. The information presented in this appendix is summarized in Chapter 3.

WHAT IS COMPARATIVE ADVANTAGE

Each economic region has different combinations of productive factors: land (and natural resources), labor (including technological expertise), and capital (investments in infrastructure, technology, and public services). While all areas have these factors to some degree, the mix and condition of these factors vary. The mix and condition of productive factors may allow firms in a region to produce goods and services more cheaply, or to generate more revenue, than firms in other regions.

By affecting the cost of production and marketing, comparative advantages affect the pattern of economic development in a region relative to other regions. Goal 9 and OAR 660-009-0015(4) recognizes this by requiring plans to include an analysis of the relative supply and cost of factors of production.[57] An analysis of comparative advantage depends on the geographic areas being compared. In general, economic conditions in Springfield will be largely shaped by national and regional economic conditions affecting the Willamette Valley. Chapter 2 and Appendix A present trends and forecasts of conditions in Oregon and Springfield to help establish the context for economic development in Springfield. Local economic factors will help determine the amount and type of development in Springfield relative to other communities in Oregon.

This appendix focuses on the comparative advantages of Springfield relative to the rest of Oregon. The implications of the factors that contribute to Springfield's comparative advantage are discussed at the end of this chapter.

[57] OAR 660-009-0015(4) requires assessment of the "community economic development potential." This assessment must consider economic advantages and disadvantages—or what Goal 9 broadly considers "comparative advantages."

LOCATION

Springfield is a city with a population of approximately 57,320 people in 2007, located in the Southern Willamette Valley. Interstate 5 runs to the west of Springfield and Highway 126 runs east-west through Springfield. Springfield is located between the Willamette River (to the south) and McKenzie River (to the north). Springfield's location will continue to impact Springfield's future economic development.

- Springfield shares a border with Eugene, the 2nd largest city in the State of Oregon, with a population of approximately 153,690 people in 2007. The Eugene-Springfield Metropolitan Statistical Area (MSA), which includes all of Lane County, had more than 343,000 people in 2007, accounting for 9% of Oregon's population.

- Springfield has easy access to the State's highway system and other transportation opportunities. Interstate 5 runs to the west of Springfield and Highway 126 is the main east-west route through Springfield. Residents and businesses in Springfield can access other modes of transportation in Eugene, including the Eugene Airport, Greyhound bus service, and passenger rail service.

- Residents of Springfield have easy access to shopping, cultural activities, indoor and outdoor recreational activities, and other amenities in Springfield, Eugene, and rural Lane County.

- Springfield residents have several opportunities for post-secondary education: the University of Oregon, Lane Community College, Northwest Christian College, and Gutenberg College.

Springfield's location, access to I-5 and Highway 126, and proximity to Eugene are primary comparative advantages for economic development in Springfield.

BUYING POWER OF MARKETS

The buying power of Springfield and the Eugene-Springfield area forms part of Springfield's comparative advantage by providing a market for goods and services. Table B-1 shows the combined total expenditures for households in Springfield and the Eugene-Springfield Metropolitan Statistical Area (MSA) in 2008. Households in Springfield are expected to spend about $937 million in 2008, about 14% of total household expenditures in the Eugene-Springfield MSA.

Table B-1. Aggregate annual household expenditures for common purchases, Springfield and the Eugene-Springfield Metropolitan Statistical Area (MSA), 2008

	Springfield	Eugene/ Springfield MSA	Springfield % of MSA Spending
Apparel	$ 78,765,734	$ 548,162,423	14%
Entertainment	$ 106,917,462	$ 777,731,151	14%
Food at Home	$ 135,808,782	$ 875,120,493	16%
Health Care	$ 72,511,784	$ 534,882,328	14%
Household Equipment	$ 48,498,974	$ 367,679,233	13%
Shelter-Related Expenses	$ 49,925,453	$ 369,146,828	14%
Transportation	$ 185,522,716	$ 1,304,243,991	14%
Miscellaneous Items	$ 259,702,794	$ 1,890,881,821	14%
Total	**$ 937,653,699**	**$ 6,667,848,268**	**14%**

Source: Claritas, 2008
Note: Table B-1 does not include spending on shelter or housing

Table B-2 shows average household expenditures for common purchases in Springfield and the Eugene-Springfield MSA in 2008. Springfield households spend an average of $42,700 on commonly purchased items, not including housing, which typically accounts for 20% or more of household expenditures. Springfield's households spent less than the regional and nation averages, with about 91% of the $47,000 average expenditures for all households in the Eugene-Springfield MSA and 84% of national average household expenditures.

Springfield households spent the most on miscellaneous items ($11,800), such as personal care items, education, child care, pet care, and eating out. Transportation accounted for 20% of Springfield household expenditures, food at home accounted for 14%, and entertainment accounted for 11% of expenditures. Compared to household spending for the entire MSA or the nation, Springfield households spent a more on food at home and less on household equipment (e.g., home furnishings and major appliances) and shelter-related expenses (e.g., household repairs, fuel, and telephone service)

Table B-2. Average annual household expenditures for common purchases, Springfield and the Eugene-Springfield Metropolitan Statistical Area (MSA), 2008

	Springfield Households		Eugene/ Springfield MSA	Springfield's Expenditures Compared to:	
	Expenditures	% of Total		E/S MSA	U.S
Apparel	$ 3,589	8%	$ 3,869	93%	77%
Entertainment	$ 4,871	11%	$ 5,490	89%	84%
Food at Home	$ 6,187	14%	$ 6,177	100%	98%
Health Care	$ 3,304	8%	$ 3,775	88%	77%
Household Equipment	$ 2,210	5%	$ 2,595	85%	76%
Shelter-Related Expenses	$ 2,275	5%	$ 2,606	87%	75%
Transportation	$ 8,452	20%	$ 9,206	92%	90%
Miscellaneous Items	$ 11,832	28%	$ 13,347	89%	80%
Total	**$ 42,720**	**100%**	**$ 47,065**	**91%**	**84%**

Source: Claritas, 2008
Note: Table B-2 does not include spending on shelter or housing, which typically accounts for 20% or more of household expenditures.
Note: The Percent of Total does not add to 100% as a result of rounding errors.

AVAILABILITY OF TRANSPORTATION FACILITIES

Businesses and residents in Springfield have access to a variety of modes of transportation: automotive (Interstate 5, multiple State highways, and local roads); rail (Union Pacific and Amtrak); transit (LTD); and air (Eugene Airport).

Springfield has excellent automotive access for commuting and freight movement. Springfield is located along Interstate 5, the primary north-south transportation corridor on the West Coast, linking Springfield to domestic markets in the United States and international markets via West Coast ports. Springfield has developed along Highway 126, connecting Springfield to rural areas to the East of Springfield. Highway 126 is the primary east-west highway in Lane County, running from Florence to Redmond. Businesses and residents of Springfield also have access to Highway 99 in Eugene and Highway 58 in Pleasant Hill.

Other transportation options in Springfield are:

- **Rail.** Multiple Union Pacific rail lines serve Springfield, providing freight service. There are two primary junctions in Springfield: (1) the Springfield Junction is located in the Glenwood area in Southwest Springfield and (2) the Mohawk Junction is near the city's southern boundary, near 25th St.

- **Transit.** The Lane Transit District (LTD) provides transit service to the Eugene-Springfield region. LTD serves Springfield with multiple bus lines, providing bus service within Springfield and

connecting Springfield with Eugene. LTD recently began operating a bus rapid transit (BRT) system, called EmX, which provides service between Springfield Station and Eugene Station. Construction is underway for the new Pioneer Parkway BRT route, which will connect to the Sacred Heart Medical Center, and the Gateway Mall.

- **Air.** The Eugene Airport provides both passenger and freight service for Eugene and Springfield residents. The airport is the second busiest in the state, and the fifth largest in the Pacific Northwest. The airport is served by five commercial airlines, and is the primary airport for a six county region.

Transportation is a comparative advantage that primarily affects the overall type of employment and its growth for the region.

PUBLIC FACILITIES AND SERVICES

Provision of public facilities and services can impact a firm's decision on location within a region but ECO's past research has shown that businesses make locational decisions primarily based on factors that are similar with a region. These factors are: 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.

Once a business has chosen to locate within a region, they consider the factors that local governments can most directly affect: tax rates, the cost 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.

PUBLIC POLICY

Public policy can impact the amount and type of economic growth in a community. The City can impact economic growth through its policies about the provision of land, redevelopment, and infill development. Success at attracting or retaining firms may depend on availability of attractive sites for development, especially large sites. For example, Springfield was attractive as a location of PeaceHealth's new hospital because the City had a large, relatively flat site located relatively near to Interstate 5 and Beltline Highway.

Springfield's decisionmakers articulated their support for provision of employment land through the economic development strategy and in

other policy choices. Objectives in the economic development strategy supporting the provision of employment land include objectives to: (1) provide employment land in a variety of locations, configurations, and site sizes for industrial and other employment uses, (2) provide an adequate competitive short-term supply of suitable land to respond to economic development opportunities as they arise, (3) reserve sites over 20-acres for special developments and industries that require large sites, and (4) provide adequate infrastructure to sites.

The economic development strategy also includes objectives that support redevelopment of existing land within the UGB, especially in Downtown and in Glenwood, and other infill development opportunities. In addition, the City has established financial mechanisms to support redevelopment through the creation of the Glenwood Urban Renewal District and Downtown Urban Renewal District.

TAX POLICY

The tax policy of a jurisdiction is a consideration in economic development policy. Table B-3 shows that Springfield's property tax rate is between $16.32 and $18.65 per $1,000 of assessed value, compared with a state average of $15.20. The property tax rate in Eugene is more variable than Springfield's, ranging from $10.31 to $24.68 per $1,000 of assessed value. [58]

Table B-3. Property tax rate per $1,000 assessed value for Springfield, Eugene, and Oregon, 2007.

Area	Tax Rate (per $1,000 assessed value)
Oregon	$15.20
Lane County	$15.47
Springfield	**$16.32 - $18.65**
Eugene	$10.31 - $24.68

Source: Oregon Department of Revenue

WATER

Springfield's water provider is the Springfield Utility Board (SUB). Springfield's primary source of water is wells, supplemented by surface water from the Middle Fork of the Willamette River. Springfield has 33

[58] Property tax rates for Springfield and Eugene are a composite of the rates for all properties with an address in Eugene or Springfield. It is almost certain that some of these properties is located outside of both the Eugene and Springfield urban growth boundaries and are subject to unincorporated Lane County tax rates.

wells in 7 well fields, which provide the majority of Springfield's water. SUB has purchased rights to water from the McKenzie River, to supply future need for water.

Springfield's water treatment plant is located on the Middle Fork of the Willamette River, which provides water treatment for the city. The water treatment plant is at or near capacity, with peak summer residential and commercial irrigation demands exceeding the plant's capacity at times. SUB is addressing peak demands by educating customers peak shifting, the practice of irrigating landscaping in the evening or at night.

SUB is planning upgrades to the water treatment plant in 2008 and 2009 to address issues meeting demand at peak times. SUB is also planning upgrades double the plant's capacity in 2010. Springfield plans to build two additional water treatment plants on the McKenzie River, as demand for water increases. SUB expects to need the new treatment plants by 2013 to 2018.

SUB has sufficient water to meet expected growth and be able to meet residential and employment needs. SUB is not concerned about its ability to supply water to any type of industry, including water-intensive industries like food processing. SUB has lower water rates than the national average. The combination of available and lower cost water may be an advantage to attracting some types of businesses to Springfield.

WASTEWATER

Springfield's wastewater services are provided by Metropolitan Wastewater Management Commission (MWMC), which operates a wastewater facility that serves Springfield, Eugene, and Lane County. Springfield's wastewater system, which includes the sanitary sewer and other equipment, is managed by Springfield Public Works.

Springfield is about to meet current wastewater demands, except in instances of heavy rainfall. On dry days, Springfield generates about 6 million gallons of wastewater per day. During heavy rainfall, Springfield can generate 100 million gallons of wastewater per day, as a result of infiltration and inflow into wastewater pipes.

Springfield recently completed an update of the Wastewater Master Plan, which identified $65 million of upgrades to the system, which will provide service to unserviced areas in Springfield and address problems with infiltration and inflow into wastewater pipes.

Springfield expects to be able to meet expected growth. The City expects to provide service to 6,100 new equivalent dwelling units, which includes

residences and businesses, over the next 20 years. If Springfield needs to expand its urban growth boundary, the City will need to plan how to provide service to the new areas.

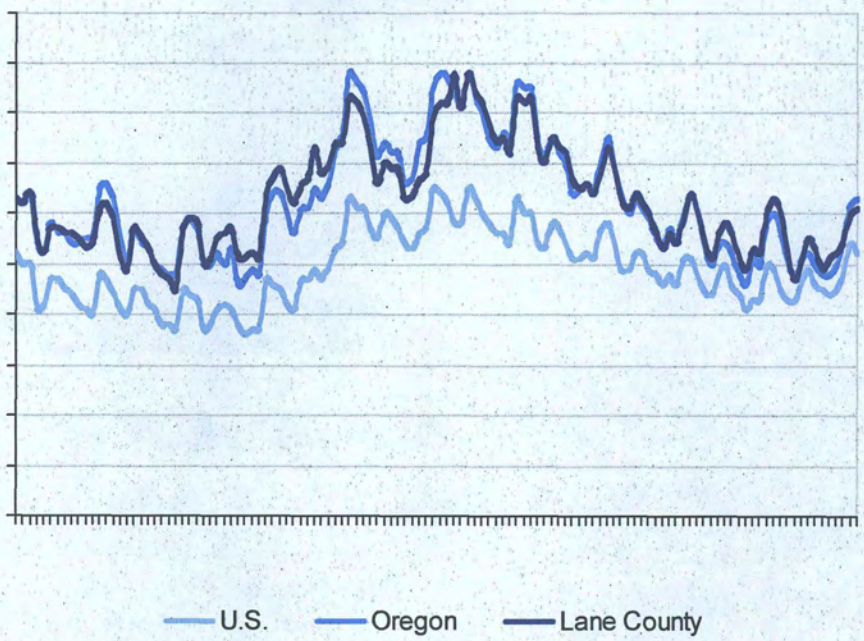
LABOR MARKET FACTORS

The availability of labor is critical for economic development. Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well. This section examines the availability of workers for Springfield.

The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. According to the 2000 Census, Lane County has more than 166,000 people in its labor force, with 16% of the County's labor force located in Springfield (27,000 participants in the labor force).

The unemployment rate is one indicator of the relative number of workers who are actively seeking employment. Labor force data from the Oregon Employment Department shows that unemployment in Lane County 6.1% in February 2008, lower than the State average of 6.3%. Figure B-1 shows the unemployment rate for Lane County, Oregon, and the United States for the past decade. During this period, Lane County's unemployment has been very similar to the statewide unemployment rate. The County and State unemployment rates have been consistently higher than the national average, but the difference has decreased in recent years.

Figure B-1. Unemployment rates for Lane County, Oregon, and the U.S., January 1998 to February 2008

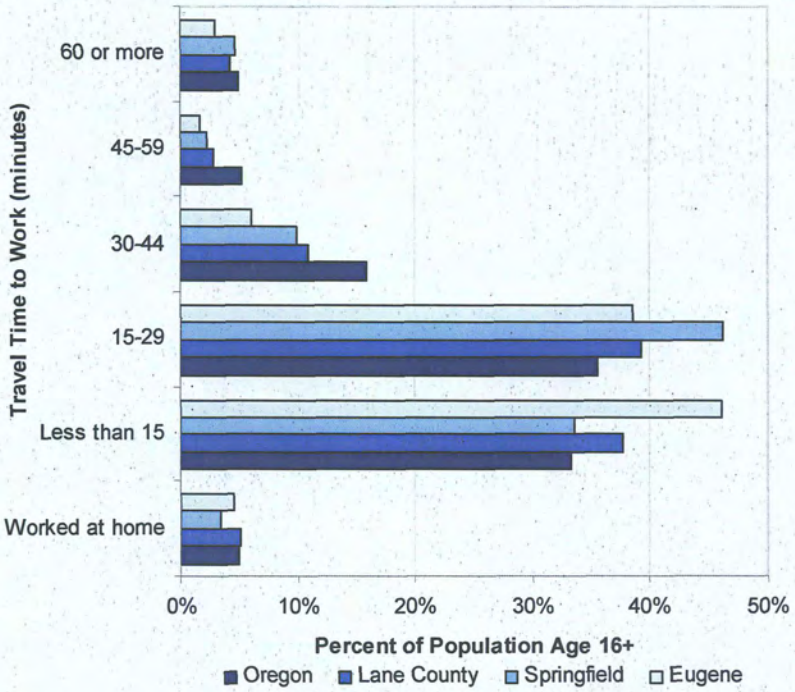


Source: Bureau of Labor Statistics
Note: unemployment data is not seasonally adjusted

Another important factor in the labor force is the distance that workers are willing to commute. Figure B-2 shows a comparison of the commute time to work for residents 16 years and older for Oregon, Lane County, Eugene, and Springfield in 2008.

Springfield residents were more likely to have a commute of between 15 and 29 minutes than residents of the State, County, or Eugene. About 46% of Springfield residents commute 15 to 29 minutes, compared with the 36% of State residents, 39% of County residents, and 38% of Eugene's residents.

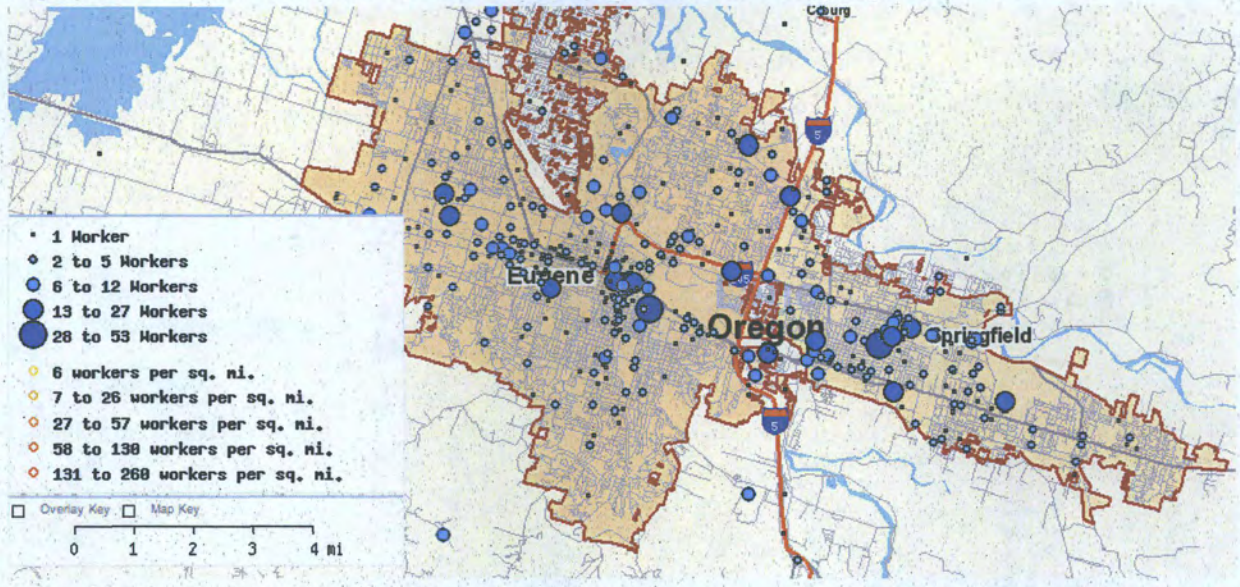
Figure B-2. Commuting time to work in minutes for residents 16 years and older, Oregon, Lane County, Eugene, and Springfield, 2008



Source: Claritas 2008

Figure B-3 and Table B-4 show where residents of Springfield work in 2004. Figure B-3 and Table B-4 show that 81% of Springfield's residents were employed in Lane County, with 40% of Springfield's residents working in Eugene and 25% working in Springfield. Close to 1,000 Springfield workers (4%) commute to Multnomah County, the majority of who work in Portland.

Figure B-3. Places that residents of Springfield were employed, 2004



Source: U.S. Census Bureau: LED on the Map

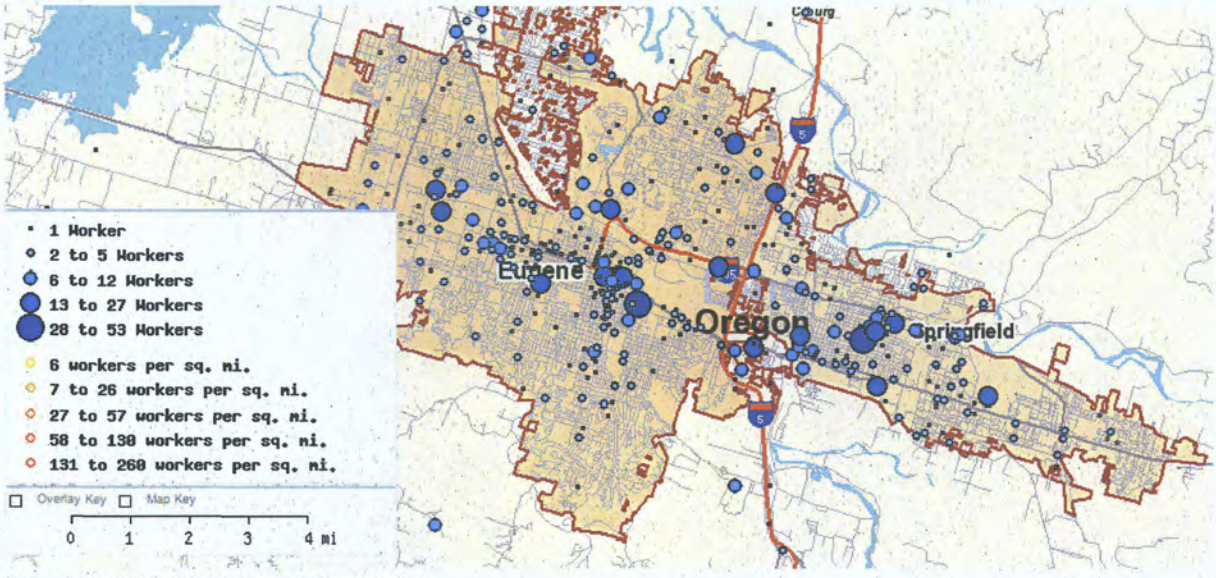
Table B-4. Places that residents of Springfield were employed, 2004

Location	Number	Percent
Lane County	18,649	81%
Eugene	**9,261**	**40%**
Springfield	**5,675**	**25%**
Coburg	638	3%
Junction City	475	2%
Multnomah Co.	975	4%
Portland	839	4%
All Other Locations	3,385	15%
Total	23,009	100%

Source: U.S. Census Bureau: LED on the Map

Figure B-4 and Table B-5 show where employees of firms located in Springfield lived in 2004. Seventy-nine percent of Springfield's workers lived in Lane County. Twenty-nine percent lived in Springfield, and 23% lived in Eugene. About 27% of Springfield's workers lived in unincorporated areas of Lane County and 21% lived outside of Lane County.

Figure B-4. Places where workers in Springfield lived, 2004



Source: U.S. Census Bureau: LED on the Map

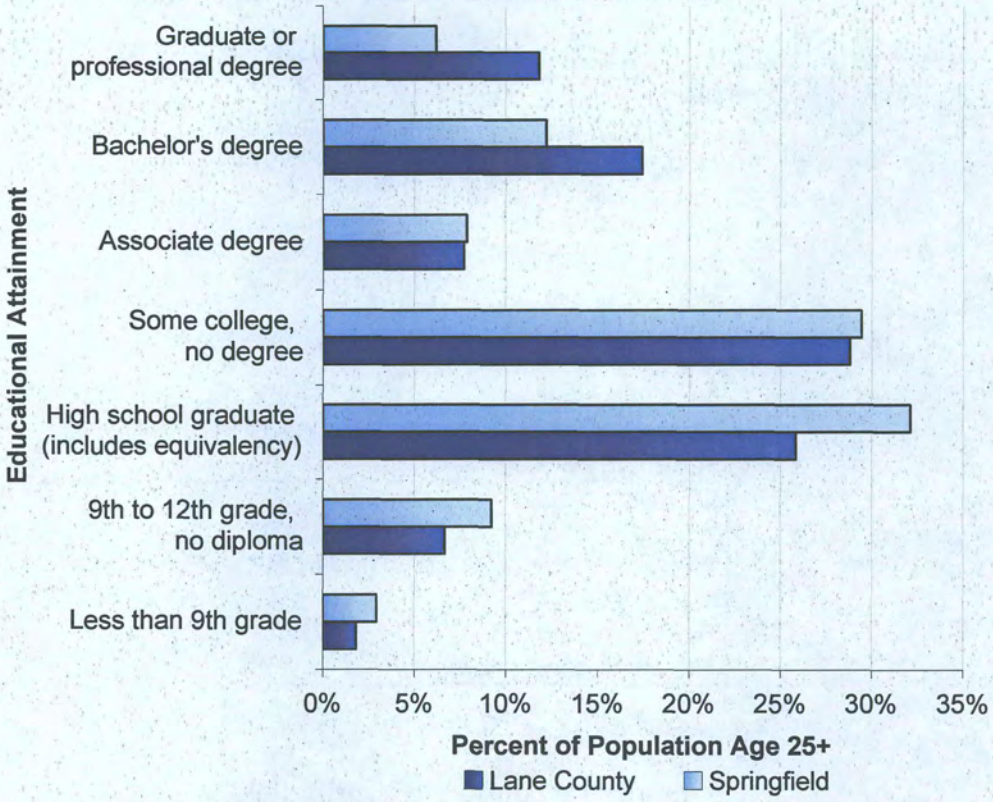
Table B-5. Places where workers in Springfield lived, 2004

Location	Number	Percent
Lane County	15,341	79%
Springfield	**5,675**	**29%**
Eugene	**4565**	**23%**
All Other Locations	4,112	21%
Linn County	537	3%
Marion County	428	2%
Jackson County	409	2%
Other locations	2,738	14%
Total	19,453	100%

Source: U.S. Census Bureau: LED on the Map

Educational attainment is an important labor force factor because firms need to be able to find educated workers. Figure B-5 shows the share of population by education level completed in Springfield and Lane County in 2007. In 2007, Springfield had a smaller share of residents with an associate's degree or higher (26%) than residents of Lane County (37%). In comparison, 47% of Eugene's residents have an associate's degree or higher.

Figure B-5. Educational attainment for the population 25 years and over, Oregon, Lane County, and Springfield, 2007



Source: OregonProspector.com

Opportunities for workforce training and post-secondary education for residents of the Eugene-Springfield area include: the University of Oregon, Lane Community College, Northwest Christian College, and Gutenberg College.

Table B-6 shows changes in ethnicity Oregon, Lane County, and Springfield between 1990, 2000, and 2008. This table shows that the Springfield has a larger share of Hispanic or Latino residents than Lane County 2000, with 6.6% of residents in Springfield were Hispanic compared to the County average of 4.6%. Between 1990 and 2000, Springfield's Hispanic and Latino population grew by 168% (2,176 people), compared with growth in the Hispanic and Latino population of 117% in Lane County and 144% in Oregon.

In 2008, Hispanic residents accounted for about 11% of Oregon's population and 6% of Lane County's population. Springfield's Hispanic population grew by 95% between 2000 and 2008, more than twice the rate of growth for the County or State during the same period.

Table B-6. Changes in ethnicity, Oregon, Lane County, and Springfield, 1990, 2000, and 2008

	Oregon	Lane County	Springfield
1990			
Total Population	2,842,321	282,912	44,683
Hispanic or Latino	112,707	6,852	1,299
Percent Hispanic or Latino	4.0%	2.4%	2.9%
2000			
Total Population	3,421,399	322,959	52,729
Hispanic or Latino	275,314	14,874	3,475
Percent Hispanic or Latino	8.0%	4.6%	6.6%
2008			
Total Population	3,772,854	343,961	56,016
Hispanic or Latino	400,435	20,941	5,293
Percent Hispanic or Latino	10.6%	6.1%	9.4%
Change 1900-2000			
Hispanic or Latino	162,607	8,022	2,176
Percent Hispanic or Latino	144%	117%	168%
Change 2000-2008			
Hispanic or Latino	125,121	6,067	1,818
Percent Hispanic or Latino	45%	41%	52%

Source: U.S. Census 1990 and 2000, Claritas 2008

Commuting is common in Springfield. About 40%of the people who live in Springfield commute to Eugene for work. Less than one-third of Springfield's workers live in Springfield. The implication of this workforce analysis is that, while only one-third of Springfield's workforce lives within the City, Springfield are able to attract educated workers from most of Eugene and surrounding areas in Lane county.

It does not appear that workforce will be a constraint on employment growth in Springfield. Springfield should be able to continue to draw on residents of Eugene for workers, even if energy prices continue to rise but Springfield's ability to attract workers from outside of the Eugene-Springfield area may be negatively impacted by continued increases in energy prices.

Appendix C Employment Forecast and Site Needs for Industrial and other Employment Uses

This appendix presents a detailed analysis of Springfield's site needs consistent with the requirements of OAR 660-009-0015(2) and of OAR 660-009-0025(1). This appendix includes an employment forecast and an analysis of site needs to accommodate industrial and other employment uses in Springfield for the 2010 to 2030 period. The information presented in this appendix is summarized in Chapter 4.

EMPLOYMENT FORECAST

To provide for an adequate supply of commercial and industrial sites consistent with plan policies, Springfield needs an estimate of the amount of commercial and industrial land that will be needed over the planning period. Goal 9 requires cities identify "the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses." The number of needed sites is dependent on the site requirements of employers. The estimate of land need is presented in the site needs analysis in the next section.

Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Springfield. The level of this business expansion activity can be measured by employment growth in Springfield. This section presents a projection of future employment levels in Springfield for the purpose of estimating demand for commercial and industrial land.

The projection of employment has three major steps:

1. **Establish base employment for the projection.** We start with the estimate of covered employment in Springfield's UGB presented in Chapter 3. Covered employment does not include all workers, so we adjust covered employment to reflect total employment in Springfield.

2. **Project total employment.** The projection of total employment will be calculated using the safe harbor method suggested in OAR 660-024.

3. **Allocate employment.** This step involves allocating employment to different building types, based on similar requirements for built space.

EMPLOYMENT BASE FOR PROJECTION

To forecast employment growth in Springfield, we must start with a base of employment growth on which to forecast. Table C-1 shows ECO's estimate of total employment in the Springfield UGB in 2006. To develop the figures, ECO started with estimated covered employment in the Springfield UGB from confidential QCEW (Quarterly Census of Employment and Wages) data provided by the Oregon Employment Department.

Covered employment, however, does not include all workers in an economy. Most notably, covered employment does not include sole proprietors. Analysis of data shows that covered employment reported by the Oregon Employment Department for Lane County is only about 74% of total employment reported by the U.S. Department of Commerce. We made this comparison by sector for Lane County and used the resulting ratios to convert covered employment to total employment in Springfield.

Table C-1 shows Springfield had an estimated 36,706 employees within its UGB in 2006. This figure results in a population-to-employment ratio of 1.7 persons per employee. The statewide average is about 1.9 persons per employee.

Table C-1. Estimated total employment in the Springfield UGB by sector, 2006

Sector	Covered Employment Number	Covered Employment % of Total Emp.	Estimated Total Employment
Agriculture, Forestry, Fishing, & Mining	282	73%	387
Construction	1,922	65%	2,973
Manufacturing	2,714	99%	2,750
Wholesale Trade	1,230	85%	1,446
Retail	3,632	79%	4,609
Transportation & Warehousing & Utilities	941	70%	1,349
Information	1,356	79%	1,710
Finance & Insurance	1,110	66%	1,673
Real Estate & Rental & Leasing	441	33%	1,341
Professional, Scientific, & Technical Services	576	52%	1,107
Management of Companies & Enterprises	343	97%	354
Admin. & Support & Waste Mgt Services	2,460	76%	3,239
Private Educational Services	109	38%	290
Health Care & Social Assistance	3,069	77%	4,008
Arts, Entertainment, & Recreation	321	41%	777
Accommodation & Food Services	2,453	91%	2,686
Other Services	816	48%	1,685
Government	3,535	82%	4,322
Total	**27,310**	**74%**	**36,706**

Source: 2005 covered employment from confidential Quarterly Census of Employment and Wage (QCEW) data provided by the Oregon Employment Department. Covered employment as a percent of total employment calculated by ECONorthwest using data for Lane County employment from the U.S. Department of Commerce, Bureau of Economic Analysis (total) and the Oregon Employment Department (covered).

The employment forecast covers the 2010 to 2030 period, requiring an estimate of total employment for Springfield in 2008. Since 2006, Springfield has had one major change in employment, beyond expected employment growth: PeaceHealth has built a new regional medical center at RiverBend. PeaceHealth estimates that there will be approximately 3,400 new employees in Springfield in 2008 as a result of the hospital at RiverBend.

ECO estimates that Springfield has 37,733 employees in 2008, plus the 3,400 employees at RiverBend. The result is an employment base of 41,133 total employees in Springfield in 2008.

EMPLOYMENT PROJECTION

OAR 660-024-0040 (8) (a) (A) allows the City to determine employment land needs based on "The county or regional job growth rate provided in the most recent forecast published by the Oregon Employment Department." Springfield is part of Region 5, which includes all of Lane County. Based on this safe harbor, employment in Springfield can be assumed to grow at 1.4% annually. Table C-2 shows the result of applying

this growth rate to the total employment base of 41,133 in Springfield. Table C-2 shows that employment is forecast to grow by 13,440 employees (a 32% increase) between 2010 and 2030.

Table C-2. Employment growth in Springfield's UGB, 2010–2040

Year	Total Employment
2008	41,133
2010	42,284
2030	55,724
2030	55,724
2031	56,498
2032	57,283
2033	58,079
2034	58,886
2035	59,704
2036	60,534
2037	61,375
2038	62,228
2039	63,093
2040	63,970
Change 2010 to 2030	
Employees	13,440
Percent	32%
AAGR	1.4%

Source: ECONorthwest

Springfield is part of the regional economic center in the Eugene-Springfield region. The ratio of population to employment will decrease from 1.6 to 1.5 people per job between 2010 and 2030. This change shows that employment will grow faster than population in Springfield, suggesting that some Springfield will continue to have employees who commute from Eugene or other cities in the region.

ALLOCATE EMPLOYMENT TO DIFFERENT BUILDING TYPES

The next step in the employment forecast is to allocate future employment to building type, as described in Table A-8 in Appendix A. The allocation was done by grouping employment into building types with similar building and site requirements. For example, the following service sectors were grouped together into the "office" building type because they need similar types of built space with similar site requirements: information, finance, real estate, professional services, management of companies, administrative support, utilities, arts and entertainment, and other services.

Table C-3 shows the forecast of employment growth by building type in Springfield's UGB in 2030. Table C-3 shows the amount of employment by building type in 2010. In 2010, a total of about 60% of Springfield's employment is in office and other services' building types. About 18% is in retail, 15% is in general industrial and 7% is in warehousing and distribution.

Table C-3. Forecast of employment growth in by building type, Springfield UGB, 2010–2030

	2010		2030		Change
Building Type	Employment	% of Total	Employment	% of Total	2010 to 2030
Industrial					
Warehousing & Distribution	2,954	7.0%	3,343	6.0%	389
General Industrial	6,457	15.3%	7,523	13.5%	1,066
Commercial					
Office	12,561	29.7%	17,274	31.0%	4,713
Retail	7,709	18.2%	9,752	17.5%	2,043
Other Services	12,603	29.8%	17,832	32.0%	5,229
Total	**42,284**	**100.0%**	**55,724**	**100.0%**	**13,440**

Source: ECONorthwest
Note: Green shading denotes an assumption by ECONorthwest

The forecast in Table C-3 assumes that Springfield will have growth in all categories of employment. It also assumes that the share of employment will increase in other services (2.2% increase in share) and office (1.3% increase in share). At the same time, the share of employment will decrease in general industrial (1.8% decrease in share), warehousing and distribution (1.0% decrease in share), and retail (0.7% decrease in share). In terms of jobs, employment will increase in all of these sectors.

The assumptions about the changes in share of all employment are based on the following considerations:

- **Increase in the share of employment in office and other services.** Springfield's target industries are predominantly office and other services, such as medical services, services for seniors, call centers, back office functions, high tech, professional services, corporate headquarters, and other services. The forecast assumes that these industries will grow faster than other employment in Springfield.

- **Decrease in employment in other categories.** The decreases in employment in other categories is based on the following factors:

    - While Springfield expects that general industrial will grow, the City expects industrial employment will grow slower than all employment in the City. This expectation is based

on the target industries that Springfield has identified and the Oregon Employment Department's forecast for employment growth in Lane County for 2006 to 2016.

- Springfield expects that employment in warehousing and distribution will grow but slower than all employment because Springfield is at a disadvantage for siting warehouse and distribution firms. These firms need sites that have easy access to I-5 and flat sites of 20 or more acres. There are relatively few sites in or around Springfield that meet these criteria.

- Employment in retail will grow with population. Springfield expects that retail will grow slightly slower than all employment. This assumption is based on the expectation that Springfield's target industries will grow faster than overall employment growth, including retail employment.

It is worth noting that the employment projections in this appendix do not take into account a major jump in employment that could result from the location of one or more large employers in the community during the planning period. This could take place if the City were successful in its recruitment efforts, either on its own and/or in conjunction with the Governors Initiative to bring new industry to the State. PeaceHealth and Symantec are examples of such events. Such a major change in the community's employment would essentially be over and above the growth anticipated by the City's employment forecast and the implied land needs (for employment, but also for housing, parks and other uses). Major economic events such as the successful recruitment of a very large employer are very difficult to include in a study of this nature. The implications, however, are relatively predictable: more demand for land (of all types) and public services.

SITE NEEDS

OAR 660-009-0015(2) requires the EOA identify the number of sites, by type, reasonably expected to be needed for the 20-year planning period. Types of needed sites are based on the site characteristics typical of expected uses. The Goal 9 rule provides flexibility in how jurisdictions conduct and organize this analysis. For example, site types can be described by plan designation (i.e., heavy or light industrial), they can be by general size categories that are defined locally (i.e., small, medium, or large sites), or it can be industry or use-based (i.e., manufacturing sites or distribution sites).

Firms wanting to expand or locate in Springfield will be looking for a variety of site and building characteristics, depending on the industry and specific circumstances. Previous research conducted by ECO has found that while there are always specific criteria that are industry-dependent and specific to a firm, many firms share at least a few common site criteria. In general, all firms need sites that are relatively flat, free of natural or regulatory constraints on development, with good transportation access and adequate public services. The exact amount, quality, and relative importance of these factors vary among different types of firms. This section discusses the site requirements for firms in industries with growth potential in the Eugene-Springfield Region, as indicated by the Oregon Employment Department forecast shown in Table A-12.

FACTORS THAT AFFECT LOCATIONAL DECISIONS

Why do firms locate where they do? There is no single answer—different firms choose their locations for different reasons. Key determinates of a location decision are a firm's *factors of production*. For example, a firm that spends a large portion of total costs on unskilled labor will be drawn to locations where labor is relatively inexpensive. A firm with large energy demands will give more weight to locations where energy is relatively inexpensive. In general, firms choose locations they believe will allow them to maximize net revenues: if demand for goods and services is held roughly constant, then revenue maximization is approximated by cost minimization.

The typical categories that economists use to describe a firm's production function are:

- **Labor.** Labor is often and increasingly the most important factor of production. Other things equal, firms look at productivity—labor output per dollar. Productivity can decrease if certain types of labor are in short supply, which increases the costs by requiring either more pay to acquire the labor that is available, the recruiting of labor from other areas, or the use of the less productive labor that is available locally. Based on existing commuting patterns, Springfield has access to labor from the Eugene-Springfield Region.

- **Land.** Demand for land depends on the type of firm. Manufacturing firms need more space and tend to prefer suburban locations where land is relatively less expensive and less difficult to develop. Warehousing and distribution firms need to locate close to interstate highways.

- **Local infrastructure.** An important role of government is to increase economic capacity by improving quality and efficiency of infrastructure and facilities, such as roads, bridges, water and sewer systems, airport and cargo facilities, energy systems, and telecommunications.

- **Access to markets.** Though part of infrastructure, transportation merits special attention. Firms need to move their product, either goods or services, to the market, and they rely on access to different modes of transportation to do this. Springfield's access to I-5 and Highway 126 provide the City with advantages in attracting businesses that need easy access to highways but do not need to ship large volumes of freight by truck.

- **Materials.** Firms producing goods, and even firms producing services, need various materials to develop products that they can sell. Some firms need natural resources: lumber manufacturing requires trees. Or, farther down the line, firms may need intermediate materials: for example, dimensioned lumber to build manufactured housing.

- **Entrepreneurship.** This input to production may be thought of as good management, or even more broadly as a spirit of innovation, optimism, and ambition that distinguishes one firm from another even though most of their other factor inputs may be quite similar.

The supply, cost, and quality of any of these factors obviously depend on market factors: on conditions of supply and demand locally, nationally, and even globally. But they also depend on public policy. In general, public policy can affect these factors of production through:

- **Regulation.** Regulations protect the health and safety of a community and help maintain the quality of life. Overly burdensome regulations, however, can be a disincentive for businesses to locate in a community. Simplified bureaucracies and straightforward regulations can reduce the burden on businesses and help them react quickly in a competitive marketplace.

- **Taxes.** Firms tend to seek locations where they can optimize their after-tax profits. Studies show that tax rates are not a primary location factor within a region—they matter only after businesses have made decisions based on labor, transportation, raw materials, and capital costs. The cost of these production factors is usually similar within a region. Therefore, differences in tax levels across

communities within a region are more important in the location decision than are differences in tax levels between regions.

- **Financial incentives**. Governments can offer firms incentives to encourage growth. Studies have shown that most types of financial incentives have had little significant effect on firm location between regions. For manufacturing industries with significant equipment costs, however, property or investment tax credit or abatement incentives can play a significant role in location decisions. Incentives are more effective at redirecting growth within a region than they are at providing a competitive advantage between regions.

This discussion may suggest that a location decision is based entirely on a straight-forward accounting of costs, with the best location being the one with the lowest level of overall costs. Studies of economic development, however, have shown that location decisions depend on a variety of other factors that indirectly affect costs of production. These indirect factors include agglomerative economies (also known industry clusters), quality of life, and innovative capacity.

- **Industry clusters**. Firms with similar business activities can realize operational savings when they congregate in a single location or region. Clustering can reduce costs by creating economies of scale for suppliers. For this reason, firms tend to locate in areas where there is already a presence of other firms engaged in similar or related activities.

- **Quality of life.** A community that features many quality amenities, such as access to recreational opportunities, culture, low crime, good schools, affordable housing, and a clean environment can attract people simply because it is a nice place to be. A region's quality of life can attract skilled workers, and if the amenities lure enough potential workers to the region, the excess labor supply pushes their wages down so that firms in the region can find skilled labor for a relatively low cost. The characteristics of local communities can affect the distribution of economic development within a region, with different communities appealing to different types of workers and business owners. Sometimes location decisions by business owners are based on an emotional or historical attachment to a place or set of amenities, without much regard for the cost of other factors of production.

- **Innovative capacity.** Increasing evidence suggests that a culture promoting innovation, creativity, flexibility, and adaptability is

essential to keeping U.S. cities economically vital and internationally competitive. Innovation is particularly important in industries that require an educated workforce. High-tech companies need to have access to new ideas typically associated with a university or research institute. Innovation affects both the overall level and type of economic development in a region. Government can be a key part of a community's innovative culture, through the provision of services and regulation of development and business activities that are responsive to the changing needs of business.

Table C-4 provides a summary of production factors in Springfield as well as comments on local opportunities and constraints. It also discusses implications of each factor for future economic development in Springfield.

Table C-4. Summary of production factors and their implications for Springfield

Category	Opportunities	Challenges	Implications
Labor	• Access to labor from the across the Eugene-Springfield Region	• Existing workforce has lower educational attainment than regional averages • Potential difficulty in finding dependable labor for manufacturing jobs	The City has access to labor from the region. As the City adds more high-end, expensive houses, the City is likely to attract a more educated workforce. Commuting patterns may be negatively impacted by increases in energy prices. The impact is likely to be less in the immediate Eugene-Springfield area but is likely to be greater for commuters that live further from Eugene and Springfield.
Land	• Opportunities for redevelopment and infill development, especially in Downtown and Glenwood	• Lack of large parcels of land near highways • Cost of land • Short-term availability	Firms that prefer large, undeveloped parcels near highways are unlikely to locate in Springfield under current conditions, such or manufacturers that require freight access.
Local infrastructure	• Proximity to I-5 and Highway 126 and availability of freight shipping by rail • Opportunities for transportation via transit, bicycle, and pedestrian • Capacity of water and wastewater systems	• Cost of providing infrastructure	Springfield has sufficient local infrastructure to attract and retain businesses.
Access to markets	• Proximity to I-5 and Highway 126 and availability of freight shipping by rail • Proximity to Eugene Airport for transportation of people and small quantities of goods	• Lack of sites with good transportation access, especially to I-5	Springfield's highway and rail access is sufficient to attract firms that need access to markets via highways. Springfield is relatively unlikely to attract firms that need to move large quantities of freight via trucks on I-5.
Materials	• Proximity to natural resources (e.g., timber or agricultural products) • Access to multiple rail lines	• Cost of shipping raw and finished products	Springfield may be attractive to manufacturers that need access to natural resources. However, firms dependant on highway access to transport large quantities of materials may not locate in Springfield until infrastructure needs are addressed.

Category	Opportunities	Challenges	Implications
Entrepreneur ship	• Proximity of the University of Oregon • Quality of life	• Springfield's image as having a "blue collar" business environment.	Springfield may be attractive to entrepreneurs who value the City's quality of life attributes, access to outdoor recreation, and other locational attributes. Springfield has opportunities to encourage entrepreneurship through continued improvement of the City's image and through attracting more professional jobs, such as the developing medical cluster.
Regulation	• Pro-business attitudes among City officials and leaders • Ability to craft regulations that are conducive to business	• High Systems Development Charges (SDCs)	The City has the opportunity to develop a regulatory framework that can promote economic activity through economic development policies, plans for providing infrastructure, and provision of a variety of housing types.
Taxes	• Property taxes are comparable to Eugene	• Comparatively high System Development Charges (SDCs)	Springfield needs revenue sources for providing public services and infrastructure, just as other cities do. The City has options about how to raise these funds: through property taxes, development fees, and other fees to taxes.
Industry clusters	• Presence of a developing medical cluster and existing call center cluster • Opportunities for development of other clusters	• Availability of sites • Transportation access • Labor availability	Springfield may be able to build employment in existing clusters, especially the developing medical cluster. Springfield has opportunities to develop other clusters, such as high-tech or small scale manufacturing.
Quality of life	• High quality of life, including access to recreation, proximity to cultural amenities in Eugene, regional shopping opportunities and environmental quality	• Growth management challenges, such as balancing development with protection of environmental quality	Springfield's policy choices will affect the City's quality of life, such as decisions regarding development of natural areas, housing policies, or policies that lead to redevelopment of downtown.

Category	Opportunities	Challenges	Implications
Innovative capacity	• Educated regional workforce • Existing professional and business service firms • Proximity to the University of Oregon • Existing businesses, clusters, and innovators in the Region	• Attracting and retaining good workers in the region • Availability of higher-end housing and cultural amenities to attract creative class workers	Government can be a key part of a community's innovative culture, through the provision of services and regulation of development and business activities that are responsive to the changing needs of business.

CHARACTERISTICS OF SITES NEEDED TO ACCOMMODATE EMPLOYMENT GROWTH

Table C-5 summarizes the lot sizes typically needed for firms in selected industries. The emphasis in Table C-5 is on new large firms that have the most potential to generate employment growth. For example, while the number of convenience stores in the region is likely to grow, the site needs for these stores is not included in Table C-5 because they are unlikely to generate substantial employment growth. Large food stores, which are typically 50,000 to 100,000 sq. ft. in size, are more likely to generate substantial employment growth in the region, and these stores require sites of 5 to 10 acres.

Table C-5. Typical lot size requirements for firms in selected industries

Industry	Lot Size (acres)
Manufacturing	
Printing & Publishing	5 - 10
Stone, Clay & Glass	10 - 20
Fabricated Metals	10 - 20
Industrial Machinery	10 - 20
Electronics - Fab Plants	50 - 100
Electronics - Other	10 - 30
Transportation Equipment	10 - 30
Transportation & Wholesale Trade	
Trucking & Warehousing	varies
Retail Trade	
General Merchandise & Food Stores	5-10
Eating & Drinking Places	0.5-5
FIRE & Services	
Non-Depository Institutions	1 - 5
Business Services	1 - 5
Health Services	1 - 10
Engineering & Management	1 - 5

Source: ECONorthwest.

More specific site needs and locational issues for firms in potential growth industries include a range of issues. Table C-6 summarizes site needs and key issues related to sites in Springfield.

Table C-6. Summary of site requirements

Site Attribute	Comments
Flat sites. Flat topography (slopes with grades below 10%) is needed by almost all firms in every industry except for small Office and Commercial firms that could be accommodated in small structures built on sloped sites. Flat sites are particularly important for Industrial firms in manufacturing, trucking, and warehousing, since these firms strongly prefer to locate all of their production activity on one level with loading dock access for heavy trucks.	The BLI excluded lands with slopes over 15%. Some available sites in the Glenwood area have slopes that exceed 5% which may be inappropriate for some employment uses.
Parcel configuration and parking. Large Industrial and Commercial firms that require on-site parking or truck access are attracted to sites that offer adequate flexibility in site circulation and building layout. Parking ratios of 0.5 to 2 spaces per 1,000 square feet for Industrial and 2 to 3 spaces per 1,000 square feet for Commercial are typical ratios for these firms. In general rectangular sites are preferred, with a parcel width of at least 200-feet and length that is at least two times the width for build-to-suit sites. Parcel width of at least 400 feet is desired for flexible industrial/business park developments and the largest Commercial users.	Parcel configuration and parking do not appear to be a constraining factor with the city's existing land base.
Soil type. Soil stability and ground vibration characteristics are fairly important considerations for some highly specialized manufacturing processes, such as microchip fabrications. Otherwise soil types are not very important for Commercial, Office, or Industrial firms—provided that drainage is not a major issue.	Soils do not appear to be a constraining factor on most sites in Springfield. The City may want to consider limiting development on areas such as wetlands, flood plains, riparian corridors, wildlife areas, steep slopes and other sensitive areas.
Road transportation. All firms are heavily dependent upon surface transportation for efficient movement of goods, customers, and workers. Access to an adequate highway and arterial roadway network is needed for all industries. Close proximity to a highway or arterial roadway is critical for firms that generate a large volume of truck or auto trips or firms that rely on visibility from passing traffic to help generate business. This need for proximity explains much of the highway strip development prevalent in urban areas today.	Businesses in Springfield have access to I-5, Highway 126, Highway 99 (in Eugene), and Highway 58. Springfield also has a well-developed street network within the City. The City may need to work with large businesses to increase automotive capacity in newly developed areas or in areas where the intensity of employment uses increase substantially.
Rail transportation. Rail access can be very important to certain types of heavy industries. The region has good rail access to many industrial sites.	Springfield is served by multiple Union Pacific rail lines. There are two primary junctions in Springfield: (1) the Springfield Junction is located in the Glenwood area in Southwest Springfield and (2) the Mohawk Junction is near the city's southern boundary, near 25th St.
Air transportation. Proximity to air transportation is important for some firms engaged in manufacturing, finance, or business services.	Springfield is located 15 miles from the Eugene Airport.

Site Attribute	Comments
Transit. Transit access is most important for businesses in Health Services, which has a high density of jobs and consumer activity, and serves segments of the population without access to an automobile.	Springfield has access to transit through the Lane Transit District (LTD). There are multiple bus lines that run throughout Springfield and multiple buses that connect Springfield and Eugene. The EmX bus rapid transit system serves existing and future employment nodes in Glenwood, Downtown and RiverBend/Gateway.
Pedestrian and bicycle facilities. The ability for workers to access amenities and support services such as retail, banking, and recreation areas by foot or bike is increasingly important to employers, particularly those with high-wage professional jobs. The need for safe and efficient bicycle and pedestrian networks will prove their importance over time as support services and neighborhoods are developed adjacent to employment centers.	Springfield has pedestrian and bicycle facilities. Springfield last updated the City Bicycle Plan in 1998. The plan proposes expansion of bicycle facilities to improve bicycle connectivity throughout the City and to neighboring communities. People in Springfield are able to use bicycle facilities for commuting if they live and work in areas of the City that have bicycle infrastructure. Commuting via pedestrian facilities may be more limited to people who live near their work. Springfield's pedestrian and bicycle facilities can be used on conjunction with LTD buses to provide opportunities for alternative methods of commuting for people that live further from work.
Labor force. Firms are looking at reducing their workforce risk, that is, employers want to be assured of an adequate labor pool with the skills and qualities most attractive to that industry. Communities can address this concern with adequate education and training of its populace. Firms also review turnover rates, productivity levels, types and amount of skilled workers for their industry in the area, management recruitment, and other labor force issues in a potential site area.	Commuting patterns within Springfield suggest that businesses in Springfield have access to the workforce of the Eugene-Springfield Region. Firms in Springfield will need employees with a range of skills, from people with customer service skills to highly educated professionals. Some types of skills that employers may need include: management skills, technology, manufacturing (e.g., machinist or wood-working), a range of medical training, creative skills, and other skills or education. The educational and skill requirements of businesses in Springfield are likely to be similar to the needs of businesses throughout the Eugene-Springfield Region.
Amenities. According to the International Economic Development Council[59], attracting and retaining skilled workers requires that firms seek out places offering a high quality of life that is vibrant and exciting for a wide range of people and lifestyles.	Springfield offers access to outdoor amenities. Many urban amenities are available in Springfield and Eugene.
Fiber optics and telephone. Most if not all industries expect access to multiple phone lines, a full range of telecommunication services, and high-speed internet communications.	Springfield has access to high-speed telecommunications facilities.

[59] International Economic Development Council. "Economic Development Reference Guide," http://www.iedconline.org/hotlinks/SiteSel.html. 10/25/02.

Site Attribute	Comments
Potable water. Potable water needs range from domestic levels to 1,000,000 gallons or more per day for some manufacturing firms. However, emerging technologies are allowing manufacturers to rely on recycled water with limited on-site water storage and filter treatment. The demand for water for fire suppression also varies widely.	Springfield has sufficient potable water to meet current and expected needs.
Power requirements. Electricity power requirements range from redundant (uninterrupted, multi-sourced supply) 115 kva to 230 kva. Average daily power demand (as measured in kilowatt hours) generally ranges from approximately 5,000 kwh for small business service operations to 30,000 kwh for very large manufacturing operations. The highest power requirements are associated with manufacturing firms, particularly fabricated metal and electronics. For comparison, the typical household requires 2,500 kwh per day.	Springfield has access to sufficient power supply to accommodate most commercial and industrial users.
Land use buffers. According to the public officials and developers/brokers ECO has interviewed, Industrial areas have operational characteristics that do not blend as well with residential land uses as they do with Office and Commercial areas. Generally, as the function of industrial use intensifies (e.g., heavy manufacturing) so too does the importance of buffering to mitigate impacts of noise, odors, traffic, and 24-hour 7-day week operations. Adequate buffers may consist of vegetation, landscaped swales, roadways, and public use parks/recreation areas. Depending upon the industrial use and site topography, site buffers range from approximately 50 to 100 feet. Selected commercial office, retail, lodging and mixed-use (e.g., apartments or office over retail) activities are becoming acceptable adjacent uses to light industrial areas.	

LONG-TERM LAND AND SITE NEEDS

Table C-3, presented earlier in this appendix, discusses Springfield's forecast for employment by building type. The analysis of long-term site needs in Springfield builds off of the employment forecast for Springfield. Consistent with the requirements of OAR 660-009-0015(2), the site needs analysis presented in this section identifies the number of sites by broad category of site type and size reasonably expected to be needed for the 20-year planning period.

The steps in to get from the employment forecast in Table C-3 to an estimate of needed sites are:

- Determine the amount of employment that can be accommodated in non-employment plan designations.

- Allocate new employment requiring land in employment designations[60] to sites ranging in size from less than 1-acre to greater than 50-acres. This allocation is based on historic employment patterns, discussed in Appendix A.
- Estimate the reasonable range of sites needed based on the employment forecast, historic development patterns, and infill and redevelopment potential.
- Estimate the needed sites by site size and building type, using the range of sites identified in the previous step.

The remainder of this section is organized based on these steps.

In 2006, approximately 16% of Springfield's employment was located in non-employment (predominantly residential) plan designations. Table A-9 and Map A-1 show the location of existing employment in Springfield. We assumed that a similar percentage of employment would continue locating in non-employment designations.

Table C-7 shows employment growth by the employment location. Table C-7 assumes makes two assumptions that decrease land needed for new employment:

- **Some employment growth will occur on land not designated for employment use.** Some new employment will occur outside commercial and industrial built space or land. For example, some construction contractors may work out of their homes, with no need for a shop or office space on non-residential land. Currently 16% of employment is located in residential zones. ECO assumed that this trend will continue.
- **Some employment growth will not require new commercial or industrial built space or land.** Some employment growth will be accommodated on existing developed or redeveloped land, as when an existing firm adds employees without expanding space. Typically about 10 to 15% of new employment is accommodated in existing commercial or industrial built space. ECO assumed that 10% of new employment will be accommodated in existing commercial or industrial built space.

Using these assumptions, Springfield will need to provide land for approximately 10,177 new employees between 2010 and 2030.

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[60] Not all new employment will require additional land in employment zoning designations. Some employment growth will occur on land not designated for employment use (e.g., employment in residential zones) and some employment growth will not require new commercial or industrial built space or land (e.g., new employment accommodated in existing built space).

Table C-7. New employment locating in non-employment plan designations, Springfield, 2030

Type	New Employment	Employment Location: Non-employment designtions	Employment Location: Existing Com. & Ind. Built Space	Employment on New Land
Industrial				
Warehousing & Distribution	389	0	39	350
General Industrial	1,066	0	107	959
Commercial				
Office	4,713	754	471	3,488
Retail	2,043	327	204	1,512
Other Services	5,229	837	523	3,869
Total	**13,440**	**1,918**	**1,344**	**10,178**

Source: ECONorthwest

Determining Springfield's site needs requires distributing employment to a range of site sizes, ranging from small sites (less than 1 acre and 1 to 2 acre sites) to large sites (20 to 50 acre and sites greater than 50 acres). Table C-8 shows the distribution of employees by building type and site size in non-residential plan designations in Springfield in 2006. About 22% of Springfield's employment is on sites 5 to 20 acres, 21% is on sites of less than 1-acre, and 19% is on sites greater than 50 acres.

Table C-8. Percent of employees by building type and site sizes, Springfield, 2006

Building Type	Site Size (acres): Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total Employees
Warehousing & Distribution	13%	6%	3%	63%	12%	3%	100%
General Industrial	15%	17%	17%	18%	2%	31%	100%
Office	28%	14%	15%	23%	13%	8%	100%
Retail	29%	13%	11%	18%	10%	18%	100%
Other Services	9%	4%	8%	5%	35%	38%	100%
Total	**21%**	**12%**	**12%**	**22%**	**13%**	**19%**	**100%**

Source: ECONorthwest based on QCEW data
Note: Total Employees may not add to 100% because of rounding errors.
The percent of employees by building type and site size was calculated based on the number of employees in each building type and site size categories using QCEW data and City of Springfield tax lot data.

Table C-9 distributes employees (shown in Table C-7) based on the historic distribution of employment by site size and building type shown in Table C-8. In other words, the analysis assumes that future employment will require similar site sizes as current firms. For example, 21% of employment will locate on sites less than 1 acre.

Table C-9. Forecast of growth employment by building type and site size, Springfield, 2010 to 2030

Building Type	Site Size (acres) Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total Employees
Warehousing & Distribution	46	21	9	221	41	12	350
General Industrial	141	161	167	168	20	302	959
Office	1,024	448	400	645	338	632	3,488
Retail	143	65	116	76	535	576	1,512
Other Services	817	451	460	869	520	752	3,869
Total	**2,171**	**1,148**	**1,153**	**1,979**	**1,454**	**2,274**	**10,178**

Source: ECONorthwest
Note: The number of employees by site size may not add to the total shown in Table C-9 as a result of small rounding errors in the calculation of number of employees.

Table C-10 shows the range of sites needed by site size and building type in Springfield in 2030. The table uses information the following information to determine the range of site needs:

- **Total employment** is employment by site size from Table C-9.
- **Average employees per firm** is based on analysis of the average number of employees per firm by site size in Springfield in 2006.
- **Needed sites based on historic employment patterns** estimates the number of sites needed by dividing the total employment by average number of employees per firm. Although this calculation provides a reasonable estimate of the number of sites needed based on historical data, it does not take into account redevelopment potential of existing sites or the need for a variety of sites.
- **Range of needed sites** presents a range of needed sites based on the employment forecast, historical development patterns, and potential for redevelopment.

Table C-10. Range of needed sites by site size and building type, Springfield, 2010 to 2030

	Site Size (acres) Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total
Total Employment	2,171	1,148	1,153	1,979	1,454	2,274	10,178
Average Employees per Firm	12	30	39	101	594	1,432	
Needed Sites based on historic employment patterns	181	38	30	20	2	2	273
Range of needed sites	**180 to 250**	**40 to 70**	**30 to 60**	**20 to 45**	**3 to 6**	**2 to 4**	**275 to 435**

Source: ECONorthwest

Table C-11 presents and estimate of needed sites by site size and type of building. The results show that Springfield needs approximately 371 sites. Most sites are small, 2-acres or less. Springfield needs approximately 8 sites larger than 20-acres.

Table C-11. Estimated needed sites by site size and building type, Springfield, 2010 to 2030

	Site Size (acres)						
Building Type	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	Total Sites
Warehousing & Distribution			3	5	1		9
General Industrial	5	7	10	11	3	3	39
Office	100	20	20	5	1		146
Retail	70	15	10	4			99
Other Services	50	18	5	5			78
Total	**225**	**60**	**48**	**30**	**5**	**3**	**371**

Source: ECONorthwest

The identified site needs shown in Table C-11 do not distinguish sites by comprehensive plan designation. It is reasonable to assume that industrial uses will primarily locate in industrial zones. Retail and service uses could locate in commercial zones, mixed use zones, and residential zones.

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October 15, 2008

TO: **Springfield City Council & Planning Commission**
FROM: **Bob Parker and Beth Goodman**
SUBJECT: **ECONOMIC DEVELOPMENT OBJECTIVES AND IMPLEMENTATION STRATEGIES**

The City of Springfield is conducting a Commercial Industrial Buildable Land Needs analysis. Broadly, the project has three components: (1) a buildable lands inventory; (2) an economic opportunities analysis; and (3) an economic development strategy. All of these elements are required to comply with statewide planning Goal 9 and the Goal 9 rule (OAR 660-009). The economic development strategy builds from previous work by the City and will be used to guide development of land-use policies to implement the City's economic development vision.

Economic development policies may address a range of outcomes, from policies to attract firms or retain existing firms to policies to improve or maintain quality of life. The economic development strategy presented in this memorandum was developed in support of the EOA and is designed to meet the requirements of Goal 9. As a result, the economic development strategy focuses on land-use issues, without addressing broader economic development strategies such as labor force education that may also be a priority to the City and residents of Springfield.

The economic development strategy is the result of input from multiple sources:

- **City Council and Planning Commission.** At joint worksessions in June 2008, decisionmakers provided guidance on economic development objectives for Springfield.
- **Commercial Industrial Buildable Lands Stakeholder Committee.** The Stakeholder Committee provided input on the economic development objectives suggested by decisionmakers and suggested implementation strategies for each objective.
- **Community Development Survey.** The City administered an on-line survey about community development issues.
- **Visioning Workshops.** The City of Springfield held two community workshops to discuss community development issues.
- **Springfield Economic Development Plan.** The City of Springfield completed a draft Economic Development Plan, dated April 13, 2006. The Economic Development Plan addresses a range of economic development issues, including (but not limited to) land-use planning for economic growth.

ORGANIZATION OF THIS MEMORANDUM

The remainder of the memorandum is organized as follows:

- **Public Opinions about Economic Development Summarizes** selected results from the on-line community development survey and the public workshops.
- **Framework for Understanding Economic Development Policies and Actions** provides an overview of economic development issues and types of economic development policies and strategies that municipalities can adopt to achieve various economic development goals.
- **Economic Development Strategies and Implementation Steps** for Springfield presents objectives and strategies related to land-use to implement the City's economic development goals.
- **Appendix A: Metro Plan Economic Element** presents the economic goal, findings, objectives and policies from the Metro Plan to provide context about existing regional economic development policies.

PUBLIC OPINIONS ABOUT ECONOMIC DEVELOPMENT

While the analysis required to meet Goal 9 emphasizes market conditions and local productive factors as the primary determinant of potential economic growth, Oregon's Statewide Planning Goals also recognize a role for local governments and citizens to express their desire for the level and type of economic growth in their community. The desires of a city are formally stated in its adopted Comprehensive Plan, economic development plans, and refinement plans. Development of these plans always includes opportunities for public comment and plans are adopted by elected bodies, so these plans collectively represent the community economic development vision.

The 2004 Update of the Eugene-Springfield Metropolitan Area General Plan includes an economic element that articulates the region's economic goals and objectives (presented in Appendix A). The Metro Plan lists a single economic development goal:

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

The range of views by individual citizens, however, is more diverse than the consensus represented in adopted plans. This project included two public workshops and an online survey to solicit citizen's views on economic opportunities in Springfield, issues affecting economic development, and potential policies to address these issues. This section summarizes the views expressed at the public workshop and in the online survey.

RESULTS OF THE ONLINE SURVEY

As a part of this project, ECONorthwest developed and implemented an online survey from April 4, 2008 through May 27, 2008. The intent of the survey was to collect anecdotal information on the opinions and preferences of survey respondents on a variety of community

development issues ranging from pace of growth to the importance of amenities and issues to opinions about broad economic development policies. Following is a summary of the key findings from the survey. The survey had 214 respondents, with 186 respondents completing the entire survey, nearly three-quarters of whom lived inside the Springfield Urban Growth Boundary (UGB).

- A majority of survey respondents (60%) think that Springfield is a better place to live than it was 10 years ago. Respondents identified a broad range of reasons. Some frequently mentioned reasons were new businesses, newer, more vibrant buildings, an improved downtown, and the EmX.
- About 66% of respondents felt the rate of growth was "about right," while about 18% indicated it is "too fast." The remaining 16% of respondents thought that growth was too slow (10%) or did not have an opinion (6%).
- About 76% of respondents felt that the city should "manage growth" as opposed to limited growth or pursuing faster rates of growth. About 78% of respondents thought that Springfield should manage growth by targeting specific types of employers.
- Respondents identified the following three land-use issues as the top problems in Springfield: (1) availability of family wage jobs; (2) development on steep slopes and in floodplains; and (3) availability of affordable housing.
- A majority of respondents felt that redevelopment is a high priority in Downtown (71%) and in Glenwood (63%).
- A majority of respondents support economic development policies that increase economic activity, including policies to recruit new businesses and retain existing businesses.
- About 85% of respondents supported policies to maintain Springfield's existing environmental quality.

RESULTS OF PUBLIC WORKSHOP

The City of Springfield held two community workshops to discuss community development issues, one on May 20, 2008 and one on July 31, 2008. The intent of the workshops was to collect anecdotal information on the opinions and preferences about community issues. At the workshops, small groups formed to discuss issues of concern for developing Springfield's economy. The City summarized the results of each group's discussion. This section summarizes the themes discussed the workshops.

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

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

FRAMEWORK FOR UNDERSTANDING ECONOMIC DEVELOPMENT POLICIES AND ACTIONS

A wide range of economic development policies and actions are available to cities that can affect the level and type of economic development in their community. 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

The supply, cost, and quality of any of these factors obviously depend on 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

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.

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.

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.

POTENTIAL ECONOMIC DEVELOPMENT POLICIES AND ACTIONS

A broad range of policies and actions are available to cities in achieving local economic development objectives. The effectiveness of any individual tool or combination of tools depends on the specific objectives the municipality wants to achieve. In short, local strategies should be customized not only to meet locally defined objectives, but to recognize economic opportunities and limitations (as defined in the Economic Opportunity Analysis (EOA)). Positive outcomes are not guaranteed: even good programs can result in limited or modest results.

Table 2 identifies a range of potential economic development strategies that the City of Springfield could consider implementing. These strategies range from those closely associated with the basic functions of government (provision of buildable land and public services) to those sometimes viewed as outside the primary functions of government (such as financial incentives and business assistance). The actual policies and actions adopted by the City of Springfield will depend on the specific economic development issues and the role of the City in economic development in the community.

Table 2. Range of potential economic development strategies

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

Category/Policy	Description
Workforce	**Policies to improve the quality of the workforce available to local firms.**
Job training	Create opportunities for training in general or implement training programs for specific jobs or specific population groups (i.e. dislocated workers).
Job access	Provide transit/shuttle service to bring workers to job sites.
Jobs/housing balance	Make land available for a variety of low-cost housing types for lower income households, ranging from single-family housing types to multifamily housing.
Other	
Regional collaboration	Coordinate economic development efforts with the County, the State, and local jurisdictions, utilities, and agencies so that clear and consistent policies are developed.
Quality of life	Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.

Source: ECONorthwest.

ECONOMIC DEVELOPMENT STRATEGIES AND IMPLEMENTATION STEPS FOR SPRINGFIELD

The following economic development strategies for Springfield are based on five sources of information: (1) guidance on developing the strategies from the City Council and Planning Commission; (2) input from the Stakeholder Committee on the strategies and implementation steps; (3) public input on preferred types of growth and development strategies from the visioning survey and public workshops; (4) existing goals and strategies in the Economic Development Plan;, and (5) the principles of economic development presented in the section above and Table 2.

Together these considerations suggest the following criteria and strategy for the City to support economic development in Springfield. The strategies and implementation steps suggested below are organized with objectives most related to land-use planning presented first. The objectives were proposed by Springfield's decisionmakers or through the Stakeholder group. The implementation strategies was developed by the Stakeholder group or taken from Springfield's draft Economic Development Plan.

Objective 1: Provide an adequate supply of sites of varying locations, configurations, and size, to accommodate industrial and other employment over the planning period.

The Economic Opportunities Analysis (EOA) identifies the size and characteristics of sites needed in Springfield for employment uses over the planning period. Using the site needs described in the EOA, the City should track employment land use trends and re-evaluate employment land needs in five to seven years. The City should always maintain an adequate supply of land for employment uses.

Suggested implementation steps:

- Provide land to meet the site characteristics and site sizes described in the EOA. These sites may include vacant, undeveloped land, partially developed sites with

potential for additional development through infill development, and redevelopable areas. The City can provide land in two ways: (1) increasing commercial and industrial land-use efficiency by promoting infill or redevelopment or (2) bringing new land into the urban growth boundary.

- Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout the City and Urban Growth Boundary are known, aggregated, ready to develop, and marketed.
- Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout the City and 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.
- Expand industrial site opportunities through rezoning and evaluating commercial, residential, and industrial land for the best economic return for the community through the process of Periodic Review of the Metro Plan, expanding the urban growth boundary, and other means (e.g., Transportation Growth Management Grants from the State of Oregon).
- Develop and implement a system 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).

Objective 2: 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 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.

Suggested implementation steps:

- 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.
- Work with the State to have sites certified as project-ready through the state's certified Industrial Lands program.
- Track development of land in the short-term supply and replace developed land with undeveloped or redevelopable land with similar characteristics (e.g., location, size, topography, etc.) as the land that recently developed. The City may want to replenish the short-term supply of land on an annual basis or every two to three years.

Objective 3: Reserve sites over 20-acres for special developments and industries that require large sites.

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.[1] The City should preserve large sites, especially sites with access to I-5, to provide opportunities for development by industries that require large sites.

Suggested implementation steps:

- Designate land for industrial or business parks to provide opportunities for development of business clusters for related or complementary businesses.
- Develop policies that provide flexibility in the industrial or non-retail commercial use of land on large sites.

Objective 4: Provide adequate infrastructure efficiently and fairly.

Public infrastructure and services are a cornerstone of any economic development strategy. If roads, water, sewer, and other public facilities are unavailable or inadequate, industries will have little incentive to locate in a community.

Suggested implementation steps:

- Coordinate capital improvement planning with land use and transportation planning to coincide with the City's Economic Development Strategy.
- Target resources of the Systems Development Funds of infrastructure on sites that provide prime opportunities for employment uses as a result of location, site size, or other significant site characteristics.
- Ensure that public-private development agreements to recover costs are in effect prior to financing public improvements.
- Establish alternative funding mechanisms in addition to debt service that provide timely completion of 'connecting' public facilities (unpaved block of a street or missing sections of sewer line) with preferences to projects in existing neighborhoods and those fostering economic development.
- Efficiently use existing infrastructure by promoting development, infill, re-use, and redevelopment for commercial and industrial uses and developing strategies and incentives to stimulate private investment that overcome anticipated impacts or downturns in the local economy.
- Support development of citywide high-speed internet access and other telecommunications infrastructures.
- Provide information on infrastructure availability on a site-by-site basis so that developers are able to readily assess infrastructure availability on any given site.
- Assist with providing infrastructure through the use of Urban Renewal funding, where appropriate.

[1] 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.

- Assess lower systems development charges (SDCs) in redevelopment areas with the capacity to provide land for employment, especially for redevelopment of areas five acres and larger.

Objective 5: Encourage employers to locate in downtown Springfield, when appropriate.

The City has policies to encourage residential and commercial redevelopment in downtown. The redevelopment of downtown Springfield provides opportunities to both use land more efficiently and minimize the costs of providing infrastructure.

Suggested implementation steps:

- Support the continued revitalization of Springfield's Downtown
- Pursue policies to promote infill and redevelopment in downtown Springfield
- Provide the infrastructure and services that businesses need to operate in downtown Springfield
- Develop programs to promote investments in existing buildings to make downtown more attractive, such as the Urban Renewal program.
- Develop a marketing strategy to attract businesses to downtown Springfield, including providing low-cost assistance for businesses moving to downtown

Objective 6: Encourage redevelopment of Glenwood with a mixed use employment and housing center.

The City has policies to encourage residential and commercial redevelopment in Glenwood. Like redevelopment in downtown, redevelopment in Glenwood provides opportunities to both use land more efficiently and minimize the costs of providing infrastructure.

Suggested implementation steps:

- Redevelop and develop sites in Glenwood through key investments, special standards, and focused activity through the Springfield Economic Development Agency (SEDA), the Glenwood Urban Renewal Plan, the Glenwood Refinement Plan and the Riverfront Development Plan.
- Provide the infrastructure and services to necessary for development in Glenwood.
- Coordinate economic development in Glenwood with regional economic development agencies.
- Promote economic development in Glenwood through techniques, such as land assembly and cooperative development agreements, to assist developers with land assembly problems.

Objective 7: Redevelop brownfields as the opportunities for reuse arise.

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. The cost of clean-up will vary, depending on the prior uses and type of contamination on the site.

Suggested implementation steps:

- Inventory existing brownfields in the Springfield UGB. The inventory should include information about the site and brownfield: site location and size, previous uses, pollution or contaminants, and other site characteristics.
- Develop policies that support redevelopment of brownfields. Opportunities to encourage brownfield redevelopment may include tax incentives, decreases or waiving development fees, or private-public partnerships for state or federal grant funding for brownfield redevelopment.
- Provide non-monetary assistance with clean-up and redevelopment of 'brownfield' commercial and industrial sites, including, for example, the possible sponsorship of applicable state and federal grants.

Objective 8: Encourage development of commercial businesses in close proximity with residential uses, where appropriate.

Mixing commercial and residential development is appropriate in some areas of Springfield. The City should encourage mixed used development that includes retail, office commercial, and multifamily housing in areas like downtown. In more residential neighborhoods, the City should consider mixing neighborhood retail or small-scale offices with residential uses.

Suggested implementation steps:

- Continue to support policies to encourage mixed-use development and nodal development in Springfield's downtown, Glenwood, and mixed-use nodes identified in TransPlan.
- Support policies to mix small-scale commercial uses into existing and new residential neighborhoods where these uses are appropriate and acceptable to residents.
- Support the co-location of residential and commercial uses in existing buildings by providing financial assistance for necessary building upgrades to meet requirements in the City's building code, such as improvements to meet seismic standards.
- Reduce systems development charges (SDCs) and other development costs to encourage redevelopment and commercial uses in residential areas, where appropriate.

Objective 9: Support and assist existing businesses in Springfield.

Springfield's existing businesses are important to the City's continuing economic well-being.

Suggested implementation steps:

- Develop and implement an outreach strategy to determine how the City can assist 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 Springfield businesses.
- Encourage 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.
- Pursue special projects and grant applications that provide support to local business and industry.
- Support the co-location of residential and commercial uses in existing buildings by providing financial assistance for necessary building upgrades to meet requirements in the City's building code, such as improvements to meet seismic standards.
- Reduce systems development charges (SDCs) and other development costs to encourage redevelopment and commercial uses in residential areas, where appropriate.

Objective 10: Increase the potential for employment in one of the regional industry clusters.

The clusters include: Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), Processed Food and Beverage, Wood & Forest Products, and Transportation Equipment.

Suggested implementation steps:

- Provide the services, infrastructure, and land needed to attract these types of businesses, especially where it can increase connectivity between businesses.
- Designate land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.
- Promote development of support businesses for business clusters, including specialized suppliers for the business cluster, restaurants, financial institutions, and other services.
- Promote further development of the health care cluster in the Gateway area by examining land-use policies in the area and, if necessary, modify the policies to promote development of medical and other employment that requires specific types of land.
- Promote development of high-tech businesses by continuing to target these businesses for recruitment and expansion in Springfield.

- 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.

Objective 11: Increase the potential for convention- and tourist-related economic activities.

Tourism results in economic activity, especially in the service industries like retail, food services, and accommodations. For example, the direct economic benefit of lodging tax receipts from overnight accommodations to Springfield in 2007 was $1.2 million. Springfield could increase tourism through building tourism-relative facilities, such as a convention center, through growth of businesses that bring tourists to the City, and through increased marketing.

Suggested implementation steps:

- Assist with conference center development at a suitable site in Springfield with a goal of making it financially independent with self-sustaining operations.
- 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.
- Ensure that the factors that are likely to attract visitors to Springfield, especially Springfield's environmental quality and natural beauty, are protected and enhanced.

Objective 12: Attract sustainable businesses and support sustainable development practices.

The City should foster the creation of a local, sustainable economy by partnering with other organizations to watch for opportunities and vulnerabilities, incubate and coordinate projects and facilitate dialogue, action and education within the community. The City should also work to reduce Springfield's exposure to global economic and social vulnerabilities that could result as fuel supplies cease to be abundant and inexpensive.

Suggested implementation steps:

- Define "sustainable businesses" and what business practices qualify as "sustainable."
- Promote and recruit businesses that produce sustainable products, have sustainable business practices, and/or have sustainable manufacturing processes.
- Support land use patterns that reduce transportation needs, promote walkability and provide easy access to services and transportation options.
- Rebate development fees for development projects that are certified as sustainable to nationally recognized standards (e.g., LEED buildings).
- Provide incentives for development that uses sustainable building materials or solutions (e.g., instead of using traditional asphalt, using permeable asphalt) or use of sustainable energy sources (e.g., solar or wind power).

- When developing policies that will impact land outside of the Springfield UGB, consider future agricultural needs and economic opportunities to protect agricultural lands for production of local food.

Objective 13: Recruit businesses that pay higher than average wages for the region.

Maintaining and creating high-wage jobs is important for the development of Springfield's economy. Economic development recruitment efforts the City engages in should target high-wage jobs.

Suggested implementation steps:

- Work with Lane Metro Partnership and other economic development organizations to target and recruit businesses: (1) with above average wages (as reported by the Oregon Employment Department), (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.
- Work with local agencies to meet workforce needs, such as: training and education, job advancement, or local expansion of businesses that are less subject to boom and bust cycles.
- Coordinate with community economic development organizations to develop a coherent and effective marketing program. Coordinate development of the strategy local and state economic development agencies.
- Use word-of-mouth to market Springfield to prospective businesses based on the City's reputation for: rapid processing of permits and applications, maintaining City agreements and commitments, minimizing surprises in the development process, and providing developers with certainty and flexibility in the development process. Depending on this type of marketing will require that the City strive to enhance and maintain the City's reputation for these attributes.

APPENDIX A: METRO PLAN ECONOMIC ELEMENT (2004)

This appendix is the Economic Element from the 2004 update of the Metropolitan Area General Plan. The purpose of this appendix is to provide context for the existing regional economic development policies.

In recent years, there has been a strong structural shift in the Eugene-Springfield metropolitan area's economy. This shift is characterized by four trends: (a) a decline in the lumber and wood products industry as a source of employment; (b) limited increase in employment in other manufacturing activities; (c) diversification of the non-manufacturing segments of the local economy, primarily in trade, services, finance, insurance, and real estate; and (d) the development of this metropolitan area as a regional trade and service center serving southern and eastern Oregon.

The decline in lumber and wood products and diversification of the non-manufacturing sectors are consistent with changes that are occurring in other portions of the state and throughout the nation as a result of rising real incomes and higher productivity of labor in manufacturing. The increase in employment in other manufacturing activities in this area has lagged behind other portions of the state, particularly the Portland area, and many other places in the nation. Given the projected growth in this area's economy, it is essential that an adequate supply (quantitatively and qualitatively) of commercial and industrial land be available. An adequate supply of land includes not only sites sufficient in size to accommodate the needs of the commercial or industrial operations (including expansion), but also includes sites which are attractive from the standpoint of esthetics, transportation costs, labor costs, availability of skilled labor, natural resource availability, proximity to markets, and anticipated growth of local markets.

In striving toward the Land Conservation and Development Commission's (LCDC) Statewide Planning Goal 9: Economic Development, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens," the Eugene-Springfield metropolitan area must take advantage of and encourage the further diversification of this area's economic activities and role as a regional center.

This diversification and growth can improve the opportunities for presently underutilized human resources and generally raise the standard of living for metropolitan area residents.

Implicit in the goals and objectives that follow is the premise that the economic health of the area is integrally related to the quality of life for residents. Improved welfare of the residents of the metropolitan area, measured by increases in employment opportunities and reductions in unemployment, increases in real incomes, and improved environmental quality are the ultimate goals of all economic efforts. Economic growth or industrial expansion is acceptable when it is consistent with these goals and objectives.

ECONOMIC GOAL

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

FINDINGS, OBJECTIVES, AND POLICIES

Findings

1. The structure of the Eugene-Springfield metropolitan area economy is undergoing a shift away from lumber and wood products manufacturing (and other heavy industrial activities) and towards a more diverse economic base characterized by growth in light manufacturing activities and the non-manufacturing activities of trade, commercial and professional services, finance, insurance, and real estate.
2. The lumber and wood products sector is the metropolitan area's dominant manufacturing activity; and in this respect, Lane County's forest is the area's most important natural resource utilized as a factor of production.
3. Major institutions in the metropolitan area including the University of Oregon and Sacred Heart Hospital, have had a stabilizing influence on the local economy.
4. The Eugene-Springfield metropolitan area is developing as a regional center for activities, such as tourism, distribution, and financial services, serving the southwestern and central Oregon area.
5. Based on data from the 2000 U.S. Census, the per capita income in 1999 for the Eugene- Springfield metropolitan area was lower than for Oregon as a whole and the Portland metropolitan area.
6. In 2000, the unemployment rate in the Eugene-Springfield metropolitan area was comparable to Oregon and higher than the national rate.
7. Historically, heavy-manufacturing industries, including primary metals, chemicals and paper, have been characterized by high levels of pollution or energy consumption. Changes in technology and environmental regulations have reduced the potential environmental impacts of these industries. Heavy manufacturing industries provide benefits, such as relatively high wage scales and the potential for generating secondary manufacturing activities.
8. Both expansion of existing businesses through use of local capital and entrepreneurial skills and the attraction of new employers offer realistic opportunities for economic development.
9. The healthful environment of the metropolitan area can help attract industrial development, hold workers, and attract convention- and tourist-related economic activities. The concern for clean air and water is high priority with area residents.
10. The provision of adequate public facilities and services is necessary for economic development.
11. There are presently inefficiently used resources in the metropolitan area, including land, labor, and secondary waste products.
12. Major employment areas include the Eugene and Springfield central business districts, the University of Oregon area, Sacred Heart Hospital, the west Eugene industrial area, the north (Gateway) and south Springfield industrial areas, the Highway 99N industrial area, Country Club Road, Chad Drive, and the Mohawk-Northgate area.
13. The metropolitan economy is made up of a number of interrelated and important elements, one of which is construction and construction-related activities. Construction, for example, is essential for all sectors of the economy, as well as for the provision of an adequate supply of affordable housing.
14. The mixture of commercial and office uses with industrial uses can reduce or enhance the utility of industrial areas for industrial purposes, depending upon circumstances.

Uncontrolled mixing creates problems of compatibility and traffic congestion, and may limit the area available for industrial development. Limited mixing, subject to clear and objective criteria designed to minimize or eliminate incompatibility, traffic problems, and which preserve the area for its primary purpose, can make an industrial area more pleasant, convenient, economical, and attractive as a place to work or locate.

15. Campus industrial firms prefer city services.
16. Campus industrial firms have varied site location requirements, prefer alternative sites to choose from, and usually benefit from location of other special light industrial firms within the community and within the same industrial development.

Objectives

1. Improve the level, stability, and distribution of per-capita income for metropolitan residents.
2. Reduce unemployment in the resident labor force, especially chronic long-term unemployment.
3. Encourage local residents to develop skills and other educational attributes that would enable them to obtain existing jobs.
4. Promote industrial and commercial development with local capital, entrepreneurial skills, and experience of the resident labor force, as well as with new light manufacturing companies from outside the metropolitan area.
5. Supply an adequate amount of land within the urban growth boundary to accommodate: the diversifying manufacturing sector (especially low polluting, energy-efficient manufacturing uses): and (b) the expansion of the metropolitan area as a regional distribution, trade, and service center.
6. Maintain strong central business districts to provide for office-based commercial, governmental, and specialized or large-scale retail activities.
7. Ensure compatibility between industrial lands and adjacent areas.
8. Reserve enough remaining large parcels for special developments requiring large lots.
9. Increase the potential for convention- and tourist-related economic activities.
10. Provide the necessary public facilities and services to allow economic development.
11. Attempt to find ways to more effectively use inefficiently used resources such as land, labor, and secondary waste products.
12. Provide for limited mixing of office, commercial, and industrial uses subject to clear, objective criteria which: (a) do not materially reduce the suitability of industrial, office, or commercial areas for their primary use; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.

Policies

B.1 Demonstrate a positive interest in existing and new industries, especially those providing above average wage and salary levels, an increased variety of job opportunities, a rise in the standard of living, and utilization of our existing comparative advantage in the level of education and skill of the resident labor force.

B.2 Encourage economic development, which utilizes local and imported capital, entrepreneurial skills, and the resident labor force.

B.3 Encourage local residents to develop job skills and other educational attributes that will enable them to fill existing job opportunities.

B.4 Encourage the continuance of career preparation and employment orientation for metropolitan area residents by the community's educational institutions, labor unions, businesses, and industry.

B.5 Provide existing industrial activities sufficient adjacent land for future expansion. B.6 Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.

B.7 Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities.

B.8 Encourage the improvement of the appearance of existing industrial areas, as well as their ability to serve the needs of existing and potential light industrial development.

B.9 Encourage the expansion of existing and the location of new manufacturing activities, which are characterized by low levels of pollution and efficient energy use.

B.10 Encourage opportunities for a variety of heavy industrial development in Oregon's second largest metropolitan area.

B.11 Encourage economic activities, which strengthen the metropolitan area's position as a regional distribution, trade, health, and service center.

B.12 Discourage future *Metro Plan* amendments that would change development-ready industrial lands (sites defined as short-term in the metropolitan *Industrial Lands Special Study*, 1991) to non-industrial designations.

B.13 Continue to encourage the development of convention and tourist-related facilities.

B.14 Continue efforts to keep the Eugene and Springfield central business districts as vital centers of the metropolitan area.

B.15 Encourage compatibility between industrially zoned lands and adjacent areas in local planning programs.

B.16 Utilize processes and local controls, which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion.

B.17 Improve land availability for industries dependent on rail access.

B.18 Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the policies and projects in the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* and the *Eugene Airport Master Plan.*

B.19 Local jurisdictions will encourage the allocation of funds to improve transportation access to key industrial sites or areas through capital budgets and priorities.

B.20 Encourage research and development of products and markets resulting in more efficient use of underutilized, renewable, and nonrenewable resources, including wood waste, recyclable materials, and solar energy.

B.21 Reserve several areas within the UGB for large-scale, campus-type, light manufacturing uses. (See *Metro Plan* Diagram for locations so designated.)

B.22 Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods.

B.23 Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.

B.24 Continue to evaluate other sites in and around Springfield and Eugene for potential light-medium industrial and special light industrial uses, as well as potential residential uses.

B.25 Pursue an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of "development ready" land.

B.26 In order to provide locational choice and to attract new campus industrial firms to the metropolitan area, Eugene and Springfield shall place as a high priority service extension, annexation, and proper zoning of all designated special light industrial sites.

B.27 Eugene, Springfield, and Lane County shall improve monitoring of economic development and trends and shall cooperate in studying and protecting other potential industrial lands outside the urban boundary.

B.28 Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.

B.29 Encourage the expansion or redevelopment of existing neighborhood commercial facilities as surrounding residential densities increase or as the characteristics of the support population change.

B.30 Industrial land uses abutting the large aggregate extraction ponds north of High Banks Road in Springfield shall demonstrate that they require the location next to water to facilitate the manufacture of testing of products made on-site.

EXHIBITS IN SUPPORT OF SPRINGFIELD'S RESPONSE TO LUBA REMAND
TOPICS REGARDING STATEWIDE PLANNING GOALS 2 AND 12

EXHIBIT 12-1 PROPOSED PHASE I GLENWOOD REFINEMENT PLAN AMENDMENTS TO IMPLEMENT THE MMA

PHASE I GLENWOOD REFINEMENT PLAN AMENDMENTS

Note: Existing text to remain is depicted with an ellipsis (…). Proposed changes are highlighted, proposed text to be added appears underlined, and proposed text to be deleted appears in ~~strike-through~~.

CHAPTER: Land Use and Urban Design
SECTION: Land Use Framework
SUB-SECTION: Land Use Designations, Zoning & Subareas
PAGES: 31-34

Designations

…

Multimodal mixed-use area (MMA) is established where the local government determines that there is:

- High-quality connectivity to and within the area by modes of transportation other than the automobile;
- A denser level of development of a variety of commercial and residential uses than in surrounding areas;
- A desire to encourage these characteristics through development standards; and
- An understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off.

Zoning

…

Subareas

…

Objective:

Implement land use and transportation-related land use policies found in the Metro Plan, TransPlan (and/or Springfield Transportation System Plan), and the Springfield 2030 Refinement Plan to support pedestrian-friendly, mixed-use development in the Glenwood Riverfront

Policies & Implementation Strategies:

- Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the Metro Plan, and Multimodal Mixed-Use Areas (MMA), as defined in OAR 660-012-0060.
    - Identify four Glenwood Riverfront Subareas with primary and secondary uses that are specific to each.
    - Maintain and expand the existing nodal designation boundary to include land on both sides of Franklin Boulevard from the I-5 Bridges to the Springfield Bridges, and on both sides of McVay Highway between the Springfield Bridges and an area just south of the railroad trestle, as depicted in Figure 2.

- Designate and zone land north of Franklin Boulevard in between the northern extension of Henderson Avenue and the northern extension of McVay Highway as Residential Mixed-Use, as depicted in Figure 2.
- Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as depicted in Figure 2.
- Designate and zone land on both sides of Franklin Boulevard from the I-5 Bridges to South Brooklyn Avenue as Office Mixed Use, as depicted in Figure 2.
- Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use, as depicted in Figure 2.
- Designate all land within the Phase I Glenwood Refinement Plan boundary a Multi-modal Mixed-Use Area (MMA), as depicted in Figure 2.
- Compliance with the Transportation Planning Rule (TPR). The TPR (OAR 660-012-0000, et seq.) requires that when making an amendment to a land use plan, a local jurisdiction shall put in place measures to ensure that land uses are consistent with the identified function, capacity and performance standards of a State or City facility, when the plan amendment has a significant effect on that facility. The TPR defines "significant effect" as reducing performance below the minimum acceptable standard in the relevant plan, or worsening the performance of a facility otherwise projected to perform below the minimum acceptable standard. However, a local government may amend a land use plan without applying the performance standards if the proposed amendment is entirely within a multimodal mixed-use area (MMA) (OAR 660-012-0060).[~~In evaluating whether or not the amendments to the Glenwood Refinement Plan contemplated in Phase I (the Amendment) have a significant impact, as defined in the TPR, the City has made findings with respect to the reasonable re-development potential for Subareas A, B, C, and D, as of the date of adoption of this Amendment, and the impact of such development on the relevant State or City facility (Franklin Boulevard) as follows:~~
- ~~In Subareas A, B and C in aggregate, not more than 90 percent of that area will redevelop within the 20-year Plan horizon. This level of redevelopment will be associated with trip generation of 3,229 peak hour trips plus 165 peak hour trips generated by remaining non-redeveloped property. These are the maximum trips that may be reasonably expected during the 20-year Plan horizon. Should development be proposed during the Plan horizon that, when added to trips generated from previous redevelopment and trips proposed to be generated on undeveloped property, may be reasonably expected to generate trips in excess of 3,394 trips, then the proposed development will be responsible to make further determinations of significant effect as required by the TPR in effect at the time of the proposed development and best practices, subject to the sunset provisions described below. Should the TPR analysis conclude that the proposed development would significantly affect an existing or planned transportation facility, then the proposed development shall be responsible for: 1) Successfully pursuing a reduced mobility standard from the State of Oregon such that the significant effect would no longer exist; or 2) Successfully mitigating the significant effect, to the extent necessary pursuant to the requirements of the TPR by actions including, but not limited to amendments to any or all land use and other plans, including: this Plan; the City's Transportation System Plan; or the Central Lane Metropolitan Planning Organization Regional Transportation Plan. Trip generation from redeveloping land uses will be tracked as development is proposed and approved.~~

- ~~In Subarea D, not more than 50 percent of that area will redevelop within the Plan horizon, with an associated trip generation of 1,363 peak hour trips plus 294 peak hour trips generated by remaining non-redeveloped property. These are the maximum trips that may be reasonably expected during the 20 year Plan horizon. Should development be proposed during the Plan horizon that, when added to trips generated from previous redevelopment, and trips generated on undeveloped property, may be reasonably expected to generate trips in excess of 1,667 trips, then the proposed development will be responsible to make further determinations of significant effect as required by the TPR in effect at the time of the proposed development and best practices, subject to the sunset provisions described below. Should the TPR analysis conclude that the proposed development would significantly affect an existing or planned transportation facility, then the proposed development shall be responsible for: 1) Successfully pursuing a reduced mobility standard from the State of Oregon such that the significant effect would no longer exist; or 2) Successfully mitigating the significant effect, to the extent necessary pursuant to the requirements of the TPR by actions including, but not limited to amendments to any or all land use and other plans, including: this Plan; the City's Transportation System Plan; or the Central Lane Metropolitan Planning Organization Regional Transportation Plan. Trip generation from redeveloping land uses will be tracked as development is proposed and approved.]~~

- ~~In the event that Franklin Boulevard transfers to City jurisdiction, the City finds that there is no State or City facility on which the Amendment will have an effect, regardless of the level of development in Subareas A, B and C. In the event that McVay Highway transfers to City jurisdiction, the City finds that there is no State or City facility on which the Amendment will have an effect, regardless of the level of development in Subarea D.~~

- ~~In the event that either Transportation System Plan analysis or that provided by the Franklin Boulevard National Environmental Policy Act process shows that even with the addition of reasonably expected trips at full build-out of Subareas A, B, C and D there would be no significant operational effect on Franklin Boulevard or McVay Highway as determined by the TPR and planned projects in effect at the time of such analysis, the City finds that there is no State or City facility significantly affected by the Amendment.~~

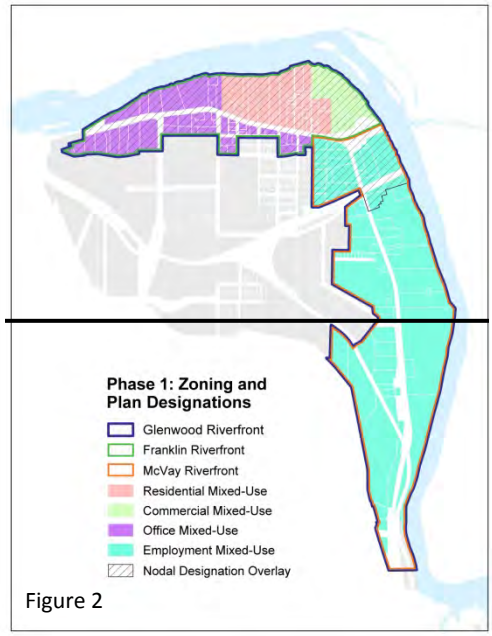


Figure 2

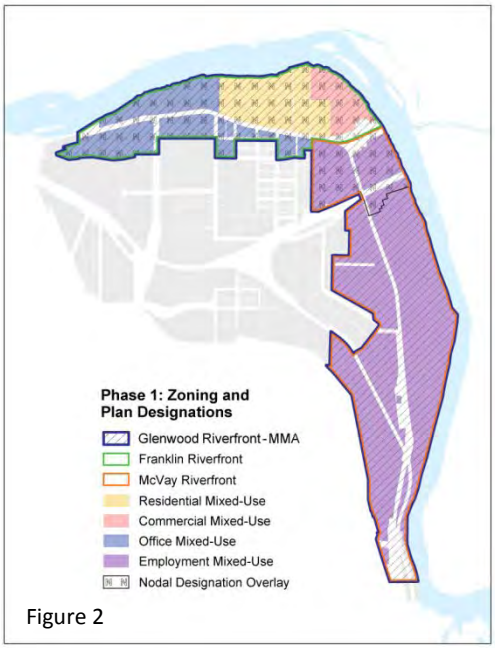


Figure 2

EXHIBIT 12-2 PROPOSED GRP MAP AMENDMENTS MAP/TAX LOTS NECESSARY TO IMPLEMENT THE MMA

MAPLOT#	SUBAREA	ADOPTED GRP PLAN DESIGNATION	PROPOSED AMENDED GRP PLAN DESIGNATION	ACRES	CITY/UGB (10/18/11)
1703344101000	A	Commercial Mixed Use	Commercial Mixed Use/MMA	0.05	UGB
1703344202600	A	Residential Mixed Use	Residential Mixed Use/MMA	2.84	UGB
1703344202700	A	Residential Mixed Use	Residential Mixed Use/MMA	1.61	UGB
1703344202800	A	Residential Mixed Use	Residential Mixed Use/MMA	0.43	UGB
1703344202802	A	Residential Mixed Use	Residential Mixed Use/MMA	4.10	UGB
1703344202900	A	Residential Mixed Use	Residential Mixed Use/MMA	0.75	UGB
1703344100500	A	Residential Mixed Use	Residential Mixed Use/MMA	0.48	UGB
1703344100700	A	Residential Mixed Use	Residential Mixed Use/MMA	0.37	UGB
1703344100900	A	Residential Mixed Use	Residential Mixed Use/MMA	0.18	UGB
1703344101100	A	Residential Mixed Use	Residential Mixed Use/MMA	0.15	UGB
1703344101300	A	Residential Mixed Use	Residential Mixed Use/MMA	0.14	UGB
1703344101400	A	Residential Mixed Use	Residential Mixed Use/MMA	0.64	UGB
1703344101500	A	Residential Mixed Use	Residential Mixed Use/MMA	1.81	UGB
1703344101700	A	Residential Mixed Use	Residential Mixed Use/MMA	0.07	UGB
1703344101800	A	Residential Mixed Use	Residential Mixed Use/MMA	0.07	UGB
1703344101900	A	Residential Mixed Use	Residential Mixed Use/MMA	0.14	UGB
1703344102000	A	Residential Mixed Use	Residential Mixed Use/MMA	0.28	UGB
1703344102100	A	Residential Mixed Use	Residential Mixed Use/MMA	0.07	UGB
1703344200100	A	Residential Mixed Use	Residential Mixed Use/MMA	1.49	UGB
1703344200200	A	Residential Mixed Use	Residential Mixed Use/MMA	0.18	UGB
1703344200300	A	Residential Mixed Use	Residential Mixed Use/MMA	0.18	UGB
1703344200400	A	Residential Mixed Use	Residential Mixed Use/MMA	0.18	UGB
1703344200500	A	Residential Mixed Use	Residential Mixed Use/MMA	0.34	UGB
1703344200501	A	Residential Mixed Use	Residential Mixed Use/MMA	0.14	UGB
1703344200502	A	Residential Mixed Use	Residential Mixed Use/MMA	0.01	UGB
1703344200503	A	Residential Mixed Use	Residential Mixed Use/MMA	0.13	UGB
1703344200504	A	Residential Mixed Use	Residential Mixed Use/MMA	0.27	UGB
1703344200600	A	Residential Mixed Use	Residential Mixed Use/MMA	0.38	UGB
1703344200700	A	Residential Mixed Use	Residential Mixed Use/MMA	0.40	UGB
1703344200800	A	Residential Mixed Use	Residential Mixed Use/MMA	0.35	UGB
1703344200900	A	Residential Mixed Use	Residential Mixed Use/MMA	0.42	UGB
1703344201000	A	Residential Mixed Use	Residential Mixed Use/MMA	0.33	UGB
1703344201200	A	Residential Mixed Use	Residential Mixed Use/MMA	0.47	UGB
1703344201300	A	Residential Mixed Use	Residential Mixed Use/MMA	0.18	UGB
1703344201400	A	Residential Mixed Use	Residential Mixed Use/MMA	0.18	UGB
1703344201500	A	Residential Mixed Use	Residential Mixed Use/MMA	1.36	UGB
1703344201600	A	Residential Mixed Use	Residential Mixed Use/MMA	3.64	UGB
1703344201700	A	Residential Mixed Use	Residential Mixed Use/MMA	0.26	UGB
1703344201800	A	Residential Mixed Use	Residential Mixed Use/MMA	0.11	UGB
1703344201900	A	Residential Mixed Use	Residential Mixed Use/MMA	0.16	UGB
1703344202000	A	Residential Mixed Use	Residential Mixed Use/MMA	0.39	UGB

1703344202100	A	Residential Mixed Use	Residential Mixed Use/MMA	0.73	UGB
1703344202200	A	Residential Mixed Use	Residential Mixed Use/MMA	0.27	UGB
1703344202300	A	Residential Mixed Use	Residential Mixed Use/MMA	0.27	UGB
1703344202400	A	Residential Mixed Use	Residential Mixed Use/MMA	2.79	UGB
1703344202500	A	Residential Mixed Use	Residential Mixed Use/MMA	3.55	UGB
1703344100100	B	Commercial Mixed Use	Commercial Mixed Use/MMA	6.41	UGB
1703344100200	B	Commercial Mixed Use	Commercial Mixed Use/MMA	0.55	UGB
1703344100300	B	Commercial Mixed Use	Commercial Mixed Use/MMA	1.04	UGB
1703344100400	B	Commercial Mixed Use	Commercial Mixed Use/MMA	0.95	UGB
1703344100500	B	Commercial Mixed Use	Commercial Mixed Use/MMA	1.07	UGB
1703344100700	B	Commercial Mixed Use	Commercial Mixed Use/MMA	2.34	UGB
1703344100800	B	Commercial Mixed Use	Commercial Mixed Use/MMA	1.51	UGB
1703344101000	B	Commercial Mixed Use	Commercial Mixed Use/MMA	0.12	UGB
1703344101500	B	Commercial Mixed Use	Commercial Mixed Use/MMA	0.54	UGB
1703343300100	C	Office Mixed Use	Office Mixed Use/MMA	2.34	UGB
1703343300200	C	Office Mixed Use	Office Mixed Use/MMA	1.73	City
1703343300300	C	Office Mixed Use	Office Mixed Use/MMA	1.73	City
1703343300400	C	Office Mixed Use	Office Mixed Use/MMA	0.58	City
1703343300500	C	Office Mixed Use	Office Mixed Use/MMA	1.53	City
1703343300700	C	Office Mixed Use	Office Mixed Use/MMA	1.30	UGB
1703343100100	C	Office Mixed Use	Office Mixed Use/MMA	1.07	UGB
1703343100200	C	Office Mixed Use	Office Mixed Use/MMA	0.12	UGB
1703343101000	C	Office Mixed Use	Office Mixed Use/MMA	5.28	UGB
1703343101100	C	Office Mixed Use	Office Mixed Use/MMA	3.12	UGB
1703343101200	C	Office Mixed Use	Office Mixed Use/MMA	0.51	UGB
1703343200100	C	Office Mixed Use	Office Mixed Use/MMA	1.09	UGB
1703343200101	C	Office Mixed Use	Office Mixed Use/MMA	1.87	UGB
1703343200400	C	Office Mixed Use	Office Mixed Use/MMA	2.56	UGB
1703344202802	C	Office Mixed Use	Office Mixed Use/MMA	1.24	UGB
1703334400100	C	Office Mixed Use	Office Mixed Use/MMA	0.94	City
1703334400200	C	Office Mixed Use	Office Mixed Use/MMA	0.41	City
1703343100300	C	Office Mixed Use	Office Mixed Use/MMA	0.26	UGB
1703343100400	C	Office Mixed Use	Office Mixed Use/MMA	0.04	UGB
1703343100700	C	Office Mixed Use	Office Mixed Use/MMA	1.44	UGB
1703343100701	C	Office Mixed Use	Office Mixed Use/MMA	0.57	UGB
1703343100900	C	Office Mixed Use	Office Mixed Use/MMA	1.05	City
1703343200200	C	Office Mixed Use	Office Mixed Use/MMA	0.98	City
1703343200300	C	Office Mixed Use	Office Mixed Use/MMA	3.68	UGB
1703343200600	C	Office Mixed Use	Office Mixed Use/MMA	0.80	City
1703343400100	C	Office Mixed Use	Office Mixed Use/MMA	0.85	UGB
1703343400200	C	Office Mixed Use	Office Mixed Use/MMA	0.30	UGB
1703343400201	C	Office Mixed Use	Office Mixed Use/MMA	0.65	City
1703344300100	C	Office Mixed Use	Office Mixed Use/MMA	0.78	UGB
1703344300200	C	Office Mixed Use	Office Mixed Use/MMA	0.26	UGB
1703344300500	C	Office Mixed Use	Office Mixed Use/MMA	0.17	UGB
1703344309000	C	Office Mixed Use	Office Mixed Use/MMA	0.90	UGB

1703344309100	C	Office Mixed Use	Office Mixed Use/MMA	0.30	UGB
1703344309200	C	Office Mixed Use	Office Mixed Use/MMA	0.37	UGB
1703344309300	C	Office Mixed Use	Office Mixed Use/MMA	0.59	UGB
1703344310600	C	Office Mixed Use	Office Mixed Use/MMA	0.44	UGB
1703344310700	C	Office Mixed Use	Office Mixed Use/MMA	0.22	UGB
1703344310800	C	Office Mixed Use	Office Mixed Use/MMA	0.44	UGB
1703344310900	C	Office Mixed Use	Office Mixed Use/MMA	0.19	UGB
1703344311000	C	Office Mixed Use	Office Mixed Use/MMA	0.12	UGB
1703344311100	C	Office Mixed Use	Office Mixed Use/MMA	0.12	UGB
1703344311200	C	Office Mixed Use	Office Mixed Use/MMA	0.33	UGB
1703344311300	C	Office Mixed Use	Office Mixed Use/MMA	0.15	UGB
1703344311400	C	Office Mixed Use	Office Mixed Use/MMA	0.22	UGB
1703344311500	C	Office Mixed Use	Office Mixed Use/MMA	0.15	UGB
1703344311600	C	Office Mixed Use	Office Mixed Use/MMA	0.19	UGB
1703344311700	C	Office Mixed Use	Office Mixed Use/MMA	0.86	UGB
1703344311900	C	Office Mixed Use	Office Mixed Use/MMA	0.61	UGB
1703344312000	C	Office Mixed Use	Office Mixed Use/MMA	0.49	UGB
1703344312100	C	Office Mixed Use	Office Mixed Use/MMA	0.28	UGB
1703344312200	C	Office Mixed Use	Office Mixed Use/MMA	0.15	UGB
1803023305100	D	Employment Mixed Use	Employment Mixed Use/MMA	4.28	UGB
1803034000300	D	Employment Mixed Use	Employment Mixed Use/MMA	7.74	UGB
1803034000700	D	Employment Mixed Use	Employment Mixed Use/MMA	15.94	UGB
1703344400800	D	Employment Mixed Use	Employment Mixed Use/MMA	0.37	UGB
1703344400900	D	Employment Mixed Use	Employment Mixed Use/MMA	0.24	UGB
1703344401000	D	Employment Mixed Use	Employment Mixed Use/MMA	0.35	UGB
1703344401100	D	Employment Mixed Use	Employment Mixed Use/MMA	1.20	UGB
1703344401200	D	Employment Mixed Use	Employment Mixed Use/MMA	1.32	UGB
1703344401300	D	Employment Mixed Use	Employment Mixed Use/MMA	0.14	UGB
1703344401400	D	Employment Mixed Use	Employment Mixed Use/MMA	0.37	UGB
1703344401401	D	Employment Mixed Use	Employment Mixed Use/MMA	0.11	UGB
1703344401402	D	Employment Mixed Use	Employment Mixed Use/MMA	2.55	UGB
1703344401500	D	Employment Mixed Use	Employment Mixed Use/MMA	1.01	UGB
1703344401600	D	Employment Mixed Use	Employment Mixed Use/MMA	1.78	UGB
1703344402200	D	Employment Mixed Use	Employment Mixed Use/MMA	0.06	UGB
1703344402201	D	Employment Mixed Use	Employment Mixed Use/MMA	0.88	UGB
1703344402400	D	Employment Mixed Use	Employment Mixed Use/MMA	0.12	UGB
1703344402600	D	Employment Mixed Use	Employment Mixed Use/MMA	1.00	UGB
1703344402800	D	Employment Mixed Use	Employment Mixed Use/MMA	0.50	UGB
1703344402900	D	Employment Mixed Use	Employment Mixed Use/MMA	0.50	UGB
1703344403100	D	Employment Mixed Use	Employment Mixed Use/MMA	0.94	UGB
1703344402300	D	Employment Mixed Use	Employment Mixed Use/MMA	0.47	UGB
1703344402500	D	Employment Mixed Use	Employment Mixed Use/MMA	0.37	UGB
1703344403000	D	Employment Mixed Use	Employment Mixed Use/MMA	0.65	UGB
1703344400100	D	Employment Mixed Use	Employment Mixed Use/MMA	5.98	UGB
1703344400101	D	Employment Mixed Use	Employment Mixed Use/MMA	0.86	UGB
1703344400102	D	Employment Mixed Use	Employment Mixed Use/MMA	1.89	UGB

1703344400300	D	Employment Mixed Use	Employment Mixed Use/MMA	1.50	City
1703344400400	D	Employment Mixed Use	Employment Mixed Use/MMA	0.18	UGB
1703344400500	D	Employment Mixed Use	Employment Mixed Use/MMA	2.35	UGB
1703344400600	D	Employment Mixed Use	Employment Mixed Use/MMA	0.14	UGB
1703344400700	D	Employment Mixed Use	Employment Mixed Use/MMA	1.00	UGB
1703344400200	D	Employment Mixed Use	Employment Mixed Use/MMA	1.57	UGB
1703344400301	D	Employment Mixed Use	Employment Mixed Use/MMA	10.86	City
1803022002800	D	Employment Mixed Use	Employment Mixed Use/MMA	5.97	UGB
1803022002900	D	Employment Mixed Use	Employment Mixed Use/MMA	7.04	UGB
1803022003000	D	Employment Mixed Use	Employment Mixed Use/MMA	0.16	City
1803031100200	D	Employment Mixed Use	Employment Mixed Use/MMA	1.12	UGB
1803031101500	D	Employment Mixed Use	Employment Mixed Use/MMA	1.25	UGB
1803031101600	D	Employment Mixed Use	Employment Mixed Use/MMA	1.16	UGB
1803031101700	D	Employment Mixed Use	Employment Mixed Use/MMA	0.34	UGB
1803031101800	D	Employment Mixed Use	Employment Mixed Use/MMA	0.62	UGB
1803031101900	D	Employment Mixed Use	Employment Mixed Use/MMA	0.49	UGB
1803031103200	D	Employment Mixed Use	Employment Mixed Use/MMA	0.95	UGB
1803031103300	D	Employment Mixed Use	Employment Mixed Use/MMA	0.27	UGB
1703344401700	D	Employment Mixed Use	Employment Mixed Use/MMA	0.17	UGB
1703344401800	D	Employment Mixed Use	Employment Mixed Use/MMA	0.78	UGB
1703344401900	D	Employment Mixed Use	Employment Mixed Use/MMA	0.21	UGB
1703344403200	D	Employment Mixed Use	Employment Mixed Use/MMA	0.04	UGB
1703344403300	D	Employment Mixed Use	Employment Mixed Use/MMA	0.66	City
1803031101401	D	Employment Mixed Use	Employment Mixed Use/MMA	3.08	City
1803031102100	D	Employment Mixed Use	Employment Mixed Use/MMA	2.35	UGB
1803031102200	D	Employment Mixed Use	Employment Mixed Use/MMA	0.13	UGB
1803031102300	D	Employment Mixed Use	Employment Mixed Use/MMA	0.13	UGB
1803031102400	D	Employment Mixed Use	Employment Mixed Use/MMA	0.13	UGB
1803031102500	D	Employment Mixed Use	Employment Mixed Use/MMA	0.13	UGB
1803031102600	D	Employment Mixed Use	Employment Mixed Use/MMA	0.13	UGB
1803031102700	D	Employment Mixed Use	Employment Mixed Use/MMA	0.13	UGB
1803031102800	D	Employment Mixed Use	Employment Mixed Use/MMA	0.13	UGB
1803031102900	D	Employment Mixed Use	Employment Mixed Use/MMA	0.13	UGB
1803031103000	D	Employment Mixed Use	Employment Mixed Use/MMA	0.14	UGB
1803031103001	D	Employment Mixed Use	Employment Mixed Use/MMA	0.24	UGB
1803031103500	D	Employment Mixed Use	Employment Mixed Use/MMA	13.18	UGB
1803022003100	D	Employment Mixed Use	Employment Mixed Use/MMA	4.95	City
1803022003200	D	Employment Mixed Use	Employment Mixed Use/MMA	23.72	City
1803022003300	D	Employment Mixed Use	Employment Mixed Use/MMA	1.13	City
1803023203800	D	Employment Mixed Use	Employment Mixed Use/MMA	10.04	City
1803031103400	D	Employment Mixed Use	Employment Mixed Use/MMA	0.54	UGB
1803031400200	D	Employment Mixed Use	Employment Mixed Use/MMA	2.88	City
1803031400500	D	Employment Mixed Use	Employment Mixed Use/MMA	2.20	City
1803031400700	D	Employment Mixed Use	Employment Mixed Use/MMA	1.96	City
1803031400800	D	Employment Mixed Use	Employment Mixed Use/MMA	2.00	City
1803031400900	D	Employment Mixed Use	Employment Mixed Use/MMA	1.99	City

1803031402000	D	Employment Mixed Use	Employment Mixed Use/MMA	0.98	City
1803031402001	D	Employment Mixed Use	Employment Mixed Use/MMA	0.79	City
1803034000200	D	Employment Mixed Use	Employment Mixed Use/MMA	0.58	City
1803034000400	D	Employment Mixed Use	Employment Mixed Use/MMA	0.63	City
1803034000500	D	Employment Mixed Use	Employment Mixed Use/MMA	1.32	City
1803034000600	D	Employment Mixed Use	Employment Mixed Use/MMA	0.48	UGB
1803031401000	D	Employment Mixed Use	Employment Mixed Use/MMA	3.91	UGB
1803034000800	D	Employment Mixed Use	Employment Mixed Use/MMA	1.10	UGB
1803034000900	D	Employment Mixed Use	Employment Mixed Use/MMA	0.71	UGB
1803101000200	D	Employment Mixed Use	Employment Mixed Use/MMA	0.71	UGB

EXHIBIT 12-3 PROPOSED SPRINGFIELD DEVELOPMENT CODE AMENDMENTS TO IMPLEMENT THE MMA

SPRINGFIELD DEVELOPMENT CODE AMENDMENTS

Note: Existing text to remain is depicted with an ellipsis (…). Proposed changes are highlighted, proposed text to be added appears underlined, and proposed text to be deleted appears in ~~strike-through~~.

3.4-245 Land Use Designations, Zoning District Descriptions and Applicable Overlay Districts

A. Applicable Land Use Designations.

1. The Metro Plan designations are as follows…

2. The Glenwood Refinement Plan designations are:

a. Residential Mixed-use, Commercial Mixed-Use, Office Mixed-Use, and Employment Mixed-Use and are described as Subareas A, B, C, and D, respectively. The descriptions of these designations area the same as the base zoning districts described in Subsection 3.4-245B.

b. The Multi-Modal Mixed-Use Area (MMA) designation applies to all land within the Glenwood Riverfront. Multimodal mixed-use area (MMA) is established where the local government determines that there is and/or is planned to be:

i. High-quality connectivity to and within the area by modes of transportation other than the automobile;
ii. A denser level of development of a variety of commercial and residential uses than in surrounding areas;
iii. A desire to encourage these characteristics through development standards; and
iv. An understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off.

…

Appendix 3 – Glenwood Refinement Plan Policies and Implementation Strategies – Phase I

A. Land Use and Built Form Chapter.

A.1. Land Use Designations and Zoning – General.

A.1.a. Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the Metro Plan, and multimodal mixed-use areas (MMA), as defined in OAR-660-012-0060.

A.1.a.1. Identify four Glenwood Riverfront Subareas with primary and secondary uses that are specific to each.

A.1.a.2. Maintain and expand the existing nodal designation boundary to include land on both sides of Franklin Boulevard from the I-5 Bridges to the Springfield Bridges, and on both

sides of McVay Highway between the Springfield Bridges and an area just south of the railroad trestle, as depicted in Figure 2.

A.1.a.3. Designate and zone land north of Franklin Boulevard in between the northern extension of Henderson Avenue and the northern extension of McVay Highway as Residential Mixed-Use, as depicted in Figure 2.

A.1.a.4. Designate and zone land north of Franklin Boulevard in between the northern extension of McVay Highway and the Springfield Bridges as Commercial Mixed-Use, as depicted in Figure 2.

A.1.a.5. Designate and zone land on both sides of Franklin Boulevard from the I-5 Bridges to South Brooklyn Avenue as Office Mixed-Use, as depicted in Figure 2.

A.1.a.6. Designate and zone land on both sides of McVay Highway from the Springfield Bridges to the southern terminus of Springfield's Urban Growth Boundary as Employment Mixed-Use, as depicted in Figure 2.

A.1.a.7. Designate all land within the Phase I Glenwood Refinement Plan boundary a Multimodal Mixed-Use Area (MMA), as depicted in Figure 2.

A.1.a.8. Compliance with the Transportation Planning Rule (TPR). The TPR (OAR 660-012-0000, et seq.) requires that when making an amendment to a land use plan, a local jurisdiction shall put in place measures to ensure that land uses are consistent with the identified function, capacity, and performance standards of a State or City facility when the plan amendment has a significant effect on that facility. The TPR defines "significant effect" as reducing performance below the minimum acceptable standard in the relevant plan, or worsening the performance of a facility otherwise projected to perform below the minimum acceptable standard. However, a local government may amend a land use plan without applying the performance standards if the proposed amendment is entirely within a multimodal mixed-use area (MMA) (OAR 660-012-0060).

[~~**A.1.a.7.** In evaluating whether or not the amendments to the Glenwood Refinement Plan contemplated in Phase I (the Amendment) have a significant impact, as defined in the TPR, the City has made findings with respect to the reasonable re-development potential for Subareas A, B, C, and D, as of the date of adoption of this Amendment, and the impact of such development on the relevant State or City facility (Franklin Boulevard) as follows:~~

~~**A.1.a.7.i.** In Subareas A, B, and C in aggregate, not more than 90 percent of that area will redevelop within the 20 year Plan horizon. This level of redevelopment will be associated with trip generation of 3,229 peak hour trips plus 165 peak hour trips generated by remaining non-redeveloped property. These are the maximum trips that may be reasonably expected during the 20 year Plan horizon. Should development be proposed during the Plan horizon that, when added to trips generated from previous redevelopment and trips generated on undeveloped property, may be reasonably expected to generate trips in excess of 3,394 trips, then the proposed development will be responsible to make further determinations of significant effect as required by the TPR in effect at the time of the proposed development and best practices, subject to the sunset provisions described below. Should the TPR analysis conclude that the proposed development would significantly affect an existing or planned transportation facility, then the proposed development shall be~~

~~responsible for: 1) Successfully pursuing a reduced mobility standard from the State of Oregon such that the significant effect would no longer exist; or 2) Successfully mitigating the significant effect, to the extent necessary pursuant to the requirements of the TPR by actions including, but not limited to amendments to any or all land use and other plans, including: this Plan; the City's Transportation System Plan; or the Central Lane Metropolitan Planning Organization Regional Transportation Plan. Trip generation from redeveloping land uses will be tracked as development is proposed and approved.~~

~~**A.1.a.7.ii.** In Subarea D, not more than 50 percent of that area will redevelop within the Plan horizon, with an associated trip generation of 1,363 peak hour trips plus 294 peak hour trips generated by remaining non-developed property. These are the maximum trips that may be reasonably expected during the 20 year Plan horizon. Should development be proposed during the Plan horizon that, when added to trips generated from previous redevelopment and trips generated on undeveloped property, may be reasonably expected to generate trips in excess of 1,667 trips, then the proposed development will be responsible to make further determinations of significant effect as required by the TPR in effect at the time of the proposed development and best practices, subject to the sunset provisions described below. Should the TPR analysis conclude that the proposed development would significantly affect an existing or planned transportation facility, then the proposed development shall be responsible for: 1) Successfully pursuing a reduced mobility standard from the State of Oregon such that the significant effect would no longer exist; or 2) Successfully mitigating the significant effect, to the extent necessary pursuant to the requirements of the TPR by actions including, but not limited to amendments to any or all land use and other plans including: this Plan; the City's Transportation System Plan; or the Central Lane Metropolitan Planning Organization Regional Transportation Plan. Trip generation from redeveloping land uses will be tracked as development is proposed and approved.~~

~~**A.1.a.7.iii.** In the event that Franklin Boulevard transfers to City jurisdiction, the City finds that there is no State or City facility on which the Amendment will have an effect, regardless of the level of development in Subareas A, B, and C. In the event that McVay Highway transfers to City jurisdiction, the City finds that there is no State or City facility on which the Amendment will have an effect, regardless of the level of development in Subarea D.~~

~~**A.1.a.7.iv.** In the event that either Transportation System Plan analysis or that provided by the Franklin Boulevard National Environmental Policy Act process shows that even with the addition of reasonably expected trips at full build-out of Subareas A, B, C, and D there would be no significant operational effect on Franklin Boulevard or McVay Highway as determined by the TPR and planned projects in effect at the time of such analysis, the City finds that there is no State or City facility significantly affected by the Amendment.~~]

EXHIBIT 12-4 ADOPTED SDC 3.4-250 SCHEDULE OF USE CATEGORIES

Categories/Uses	Residential Mixed-Use Subarea A	Commercial Mixed-Use Subarea B	Office Mixed-Use Subarea C	Employment Mixed-Use Subarea D
Accessory Uses				
A use or uses within a primary use building that is for the residents' or employees' benefit and that does not generally serve the public, including, but not limited to, building maintenance facilities, central mail rooms, child care, conference rooms, employee restaurants and cafeterias, indoor recreation areas, and indoor recycling collection centers.	P	P	P	P
Commercial/Retail				
Eating and drinking establishments whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers, including, but not limited to, bakeries, cafes, delicatessens, restaurants, coffee shops, brew pubs, and wine bars.	S	P	S	S
Personal services whose principal activity involves the care of a person or a person's apparel, including, but not limited to, fitness centers, spas, hair stylists, shoe repair, dry cleaners, tailors, and daycare.	S	P	S	S
Professional, scientific, research and technical services are small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities can be housed in office storefronts, office buildings, or in residential or live/work units where such residential use is permitted by this Code and include, but are not limited to, legal advice and representation, accounting and income tax preparation, banking, architecture, engineering, design and marketing, real estate, insurance, physicians, and counselors.	S	P	P	P
Retail sales and services are commercial enterprises whose principal activity involves the sale and/or servicing of merchandise (new or reused) directly to consumers. Examples include, but are not limited to, bookstores, grocers, pharmacies, art galleries, florists, jewelers, and apparel shops.	S	S	S	S
Educational Facilities*				
Public/private educational facilities for primary and secondary education	S	N	N	N
Public/private educational facilities that include, but are not limited to, higher education aimed at adults; business, professional, technical, trade and vocational schools; job training; and vocational rehabilitation services.	N	P	P	P
Employment				
Business parks	N	N	P	P
Hospitals	N	N	N	P
Light manufacturing uses engaged in the manufacture (predominantly from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, and packaging of these products. The uses are not potentially dangerous or environmentally incompatible with office employment uses and all manufacturing uses, and storage of materials occurs entirely indoors. These uses include, but are not limited to, manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, and research and scientific laboratories.	N	N	N	P
Office employment uses are typically housed in buildings where there is limited interaction between the public and the proprietor. These uses are associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. These uses include, but are not limited to, call centers, corporate or regional headquarters, physicians' clinics, software development, media production, data processing services, and technical support centers.	N	P	P	P
Recycling facilities that occur completely within buildings and are located only on the west side of McVay Highway.	N	N	N	P
Warehousing and distribution uses for the storage and regional wholesale distribution of manufactured products and for products used in testing, design, technical training or experimental product research and development permitted in conjunction with business headquarters.	N	N	N	S
Hospitality				

Conference/visitor centers include, but are not limited to, conference hotels, visitor information centers, museums, and conference/exposition centers.	N	P	N	N
Hotels include, but are not limited to, inns, bed and breakfasts, guesthouses, extended stay hotels or apartment hotels, limited service hotels, and full service hotels. Hotels may be converted to apartments where such residential use is permitted by this Code and the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of application for a building permit.	N	P	P	N
Residential (High-Density)				
Residential occupancy of a dwelling unit by a household that includes, but is not limited to, apartments, condominiums, live/work units, lofts, row houses, townhouses, and elderly-oriented congregate care facilities.	P	P	P	N
Parking				
Public or private parking lots/structures	S	S	S	S
Public Open Space				
Riverfront linear park/multi-use path	P	P	P	P
Park blocks to include recreational facilities and stormwater management facilities.	P	N	N	N
Public Utilities and Other Public Uses				
Low impact facilities are any public or semi-public facility that is permitted subject to the design standards of this Code, including, but not limited to, wastewater; stormwater management; electricity and water to serve individual homes and businesses; other utilities that have minimal olfactory, visual or auditory impacts; street lights; and fire hydrants.	P	P	P	P
Public uses, including, but not limited to, fire and police stations.	N	N	P	N
Wireless Telecommunications Systems Facilities. Only flush mounting the entire antenna on a building shall be permitted if the connecting cables cannot be seen; they are color matched to the building; and they match the façade of the building. If conditions do not favor flush mounted antennas, a stand-alone monopole antenna not more than 15 feet high, measured from the place of attachment on the roof, shall be permitted if the antenna is set back so that it cannot be seen from street.	P	P	P	P

* Educational facilities include, but are not limited to, classrooms, auditoriums, labs, gyms and libraries.

EXHIBIT 12-5 ADOPTED SDC 3.4-245 LAND USE DESIGNATIONS, ZONING DISTRICT DESCRIPTIONS AND APPLICABLE OVERLAY DISTRICTS

B. Establishment of Base Zoning Districts. The Glenwood Riverfront Mixed-Use Plan District is comprised of Subareas A, B, C and D that comply with the Glenwood Refinement Plan designations and establish the following base zoning districts. Note: The definitions of Primary Use, Secondary Use, and Accessory Use can be found in Section 3.4-250 and/or in Section 6.1-110.

1. Residential Mixed-Use. Subarea A addresses the need for high-density residential development sites discussed in the Springfield Residential Land and Housing Needs Analysis (RLHNA) and the Residential Land Use and Housing Element of the Springfield 2030 Refinement Plan adopted on June 20, 2011. This high-density neighborhood is intended to be pedestrian-friendly and includes park blocks and a riverfront linear park to incorporate public open space needs that are also discussed in the RLHNA and the Springfield 2030 Refinement Plan, and to provide for unique stormwater management facilities. Subarea A provides opportunities for high-density housing above ground-floor retail and commercial uses that serve the neighborhood and provide for a unique destination with riverfront views and points of access to the Willamette River. In Subarea A:

a. The primary permitted use is high-density residential with a minimum density of 50 dwelling units per net acre, either stand alone or in mixed-use buildings above commercial uses. Residential buildings at this density encourage development in a compact, urban form and are typically 4 to 6 stories in height. For multi-phase development projects, the density of a phase may be reduced to 35 dwelling units per net acre for initial construction when the approved Master Plan includes a project phasing plan that demonstrates how the overall 50 dwelling unit per net acre minimum standard will be achieved by density averaging within the development area;

b. Additional uses, while not required, are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of this high-density residential neighborhood. These uses are educational facilities for primary and secondary education; retail sales and services, including groceries; eating and drinking establishments; professional, scientific, and technical services; and personal service uses. No stand-alone commercial building is permitted.

c. To minimize the potential over-supply of commercial land inventory in proximity to commercial uses in Downtown Springfield or other commercial districts in Springfield, and to preserve the residential land supply, commercial uses specified in Subsection 3.4-245B.1.b. are limited to the ground floor of mixed-use buildings, and no single commercial use shall occupy more than 10,000 square feet of gross floor area.

EXCEPTIONS:

i. Groceries shall not contain more than 25,000 square feet of gross floor area.

ii. Multi-floor commercial uses, other than retail sale and service uses, are permitted in buildings that front Franklin Boulevard. In this case, at least 50 percent of the gross floor area of the mixed-use building shall be dedicated to high-density residential use.

2. Commercial Mixed-Use. Subarea B provides for flexible mixed-use development to achieve a unique riverfront destination responding to developer interest and market demand for housing, lodging, entertainment and meeting/conference uses and office/employment uses. In Subarea B:

a. Primary uses are permitted either as stand-alone uses or within a mixed-use building:

i. Hospitality services; office employment uses; eating and drinking establishments; personal services; and professional, scientific, and technical services; and educational facilities.

ii. High-density residential uses with a minimum density of 50 dwelling units per net acre. To preserve the commercial land supply, no more than 50 percent of a development area shall be dedicated to high-density residential use.

b. Retail sales and services are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of the primary uses.

c. To minimize the potential over-supply of commercial retail sales and services near Downtown Springfield, retail sales and services are limited to:

i. The ground floor of a building;

ii. No more than 50 percent of the ground floor of a single building;

iii. No more than 50 percent of the total ground floor area of a development area; and

iv. No single retail sales and service use shall occupy more than 10,000 square feet of gross floor area.

3. Office Mixed-Use. Subarea C provides for office and commercial uses to help meet an identified need for employment land in Springfield with riverfront views and access points to the Willamette River that complement the adjacent high-density residential mixed-use neighborhood to the east on the north side of Franklin Boulevard, and the same uses, with the possible addition of civic uses, on the south side of Franklin Boulevard. In Subarea C:

a. Primary uses are permitted either as stand-alone uses or within a mixed-use building:

i. Office employment uses;

ii. Professional, scientific and technical commercial service uses; and

iii. Educational facilities.

b. Other uses are permitted either as stand-alone uses or within a mixed-use building. To preserve the office employment land supply, these other uses, in total, are limited to not more than 50 percent of the gross land area of Subarea C.

i. Hospitality uses provided they are located southwest of the intersection of Franklin and Glenwood Boulevards or fronting the proposed roundabout at the northwest side of the intersection of Glenwood and Franklin Boulevards.

ii. Civic uses, such as a fire station, provided they are located southwest of the intersection of Franklin and Glenwood Boulevards.

iii. High density residential housing affiliated with permitted educational facilities with a minimum density of 50 dwelling units per net acre, provided it is located on the north side of Franklin Boulevard, in the vicinity of Glenwood Boulevard.

c. Additional uses are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of the primary uses. These uses are: retail sales and services;

eating and drinking establishments; and personal service uses. To minimize the potential over-supply of commercial land inventory in proximity to commercial uses in Downtown Springfield or other commercial districts in Springfield, and to preserve the employment land supply, these uses are limited to:

i. The ground floor of a building;

ii. No more than 50 percent of the ground floor of a single building;

iii. No more than 50 percent of the total ground floor area of a development area; and

iv. No single commercial use shall occupy more than 10,000 square feet of gross floor area.

4. Employment Mixed-Use. Subarea D provides for office employment and light manufacturing employment uses with limited external impacts; that have riverfront views and points of access to the Willamette River; and that helps meet an identified need for employment land in Springfield. In Subarea D:

a. Primary uses are permitted either as stand-alone uses or within a mixed-use building: office employment uses; professional, technical and scientific commercial service uses; educational facilities; production, assembly, testing, and packaging functions associated with light manufacturing or technology uses; and a hospital.

b. Additional uses are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of the primary uses. These uses are: retail sales and services; eating and drinking establishments; and personal service uses.

c. To minimize the potential over-supply of commercial land inventory in proximity to commercial uses in Downtown Springfield or other commercial districts in Springfield, and to preserve the employment land supply, the secondary commercial uses specified in Subsection 3.4-245B.4.b. are limited to:

i. The ground floor of a building;

ii. No more than 50 percent of the ground floor of a single building;

iii. No more than 50 percent of the total ground floor area of a development area; and

iv. No single commercial use shall occupy more than 10,000 square feet of gross floor area.

d. Secondary warehousing and distribution functions associated with a primary light manufacturing use are permitted provided they are located on the same lot/parcel or in the same development area.

e. No residential uses are permitted.

5. Public Land and Open Space. Subareas A, B, C and D currently provide appropriate zoning for park facilities and public facilities; however, in the future, the Public Land and Open Space zone may be added as stated in Subsection 3.4-245A.1.c.

EXHIBIT 12-6 ADOPTED SDC 3.4-275 BUILDING DESIGN STANDARDS

The following building design standards are established for the Glenwood Riverfront Mixed-Use Plan District:

C. Building Façades. The design of buildings and their relationships to the public realm are critical factors in the development of an active and vital pedestrian environment. In all Subareas building façades shall have the following architectural detailing:

1. The ground floor of a building shall utilize all of the following:

a. Incorporate awnings, canopies, porticos, or arcades;

b. Provide variation in building materials, including, but not limited to, tile, brick, split-faced concrete block, concrete horizontal siding, masonry veneer, and powder coated aluminum or traditional wood storefronts that are differentiated by trim, paint, and ornamentation;

c. Utilize ground floor windows and entrances that provide a high level of transparency by allowing views both inward and outward; and

d. Utilize signs or other features, including public art.

2. The upper stories shall utilize all of the following, as applicable:

a. Include architectural detailing utilizing some of the same design elements specified in Subsection 3.4-275C.1.;

b. Incorporate a change in the window style;

c. Integrate a change in floor height; building step backs, as specified in Subsection 3.4-275D.4.; or a combination of these elements; and/or

d. Provide differences in height and architectural elements, including, but not limited to, parapets, cornices, and other details that may be used to create interesting and varied rooflines. In addition, building corners may incorporate taller elements, including, but not limited to, towers, turrets, and bays.

3. More than one type of building material may be used for building identity.

4. Building façades that do not front a street, alley or mid-block connector shall be constructed with design elements similar to those façades fronting streets.

D. Height. The following standards are intended to allow for a range of building heights within a development area, support an interesting skyline and the ability to market view properties, and reduce impacts of shading from tall structures on the public realm. Lower structures combined with taller structures within a single development area will be permitted to allow for a variety of design solutions.

1. In all Subareas, the minimum building height shall be 2 stories above grade.

EXCEPTION: Single-story buildings shall be only permitted within a portion of a development area in Subareas B, C and D. If a single-story building is proposed, the minimum height shall be 20 feet.

2. In all Subareas, there shall be no maximum building height.

EXCEPTION: In all Subareas, the maximum building height shall be 3 stories for the portion of a building between the Greenway Setback Line and the Willamette Greenway Overlay District boundary, as specified in Section 3.2-280.

3. In Subarea A:

a. The building height standard is intended to ensure that high-density residential development will be maximized by promoting a Residential Mixed-Use designation and zone that supports a minimum density of 50 dwelling units per net acre. High-density residential development at the densities prescribed above allows for 5 to 6 story or taller buildings. High-density residential development over 4 stories will be permitted if the buildings are stepped back as specified in Subsection 3.4-275D.4. to minimize shadow impacts and reduce the scale of the building as perceived along the street.

b. Developers may utilize any type of construction permitted by the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of an application for a building permit.

4. In Subareas A, B and C, step backs that are a minimum of 15 feet wide shall be required beginning at the fourth story of a building and after each additional 3 stories. Uses for the lower roofs may include, but not be limited to, balconies and observation decks.

5. In all Subareas, nonresidential ground floor space (commercial/office/light manufacturing businesses) shall have a minimum floor-to-floor height of 15 feet to accommodate space for mechanical systems.

E. Massing/Building Articulation. Where buildings are highly visible from public areas, massing shall be addressed by articulating the façades with insets and projections to create visual interest and enhance views from the adjacent public realm. In all Subareas:

1. All sides of a building that are open to public view shall receive articulation design consideration. Flat blank walls shall not be permitted along these areas.

2. To break up vast expanses of single element building elevations, applicable to both length and height, building articulation shall be accomplished through combinations of the following techniques. Each story shall contain a minimum of 3 features listed below:

a. Small insets and projections to break up the wall surface and create a more human-scale environment. A landscaped or raised planter bed may be provided within each recess or projection that contains plant materials, including, but not limited to, trees and/or shrubs; and trellises for climbing vines that will grow to screen the wall. Building insets and projections are different from building setbacks specified in Subsection 3.4-275H.

b. Repeating window patterns and window trim.

c. Providing design elements specified in Subsection 3.4-275C.1.

d. Variation in rooflines, including, but not limited to, dormers, stepped roofs, gables, and cornices. If building wall offsets are used, breaks in roof elevation with a minimum of 3 feet or more in height shall be used. Mansard style roofs shall not be permitted.

e. Changing building materials or colors.

f. Providing art, including, but not limited to, mosaics, murals, decorative masonry patterns, sculpture, or reliefs.

F. Windows and Doors. The proportions, materials, and detailing of windows and doors are key to the attractiveness of a building and an active streetscape. A significant amount of glass adds to the pedestrian character of the development by visually linking interactions between people inside and outside of buildings, and by offering a clear view from the sidewalk to the interior space of shops, office lobbies, merchandise displays, and working areas. Windows and doors also contribute to a safe pedestrian environment by allowing ”eyes on the street” both day and night. Transparency for residential buildings is measured along a line 5 feet above the first floor finished elevation. Transparency for other buildings is measured along a line 5 feet above the sidewalk elevation.

1. Ground Floor Windows and Doors That Face a Public Street, Alley or Mid-Block Connector. The following standards apply to primary entrances to buildings:

a. In Subarea A:

i. Residential windows and doors, in both individual dwelling units and apartments with lobbies, shall comprise a minimum of 50 percent of the length and 25 percent of the wall area of a building’s first floor façades.

ii. Commercial and office windows and doors shall comprise a minimum of 60 percent of the length and 25 percent of the wall area of a building’s first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.

b. In Subarea B:

i. Residential windows and doors, in both individual dwelling units and apartments with lobbies, shall comprise a minimum of 50 percent of the length and 25 percent of the wall area of a building’s first floor façades, where applicable.

ii. Commercial and office windows and doors shall comprise a minimum of 60 percent of the length and 25 percent of the wall area of a building’s first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.

c. In Subarea C, commercial and office windows and doors shall comprise a minimum of 60 percent of the length and 25 percent of the wall area of a building’s first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.

d. In Subarea D:

i. Light manufacturing windows and doors shall comprise a minimum of 40 percent of the length and 25 percent of the wall area of a building’s first floor façades to allow views into lobbies and work areas and allow persons inside to look out.

ii. Commercial and office windows and doors shall comprise a minimum of 60 percent of the length and 25 percent of the wall area of a building’s first floor façades to allow views into lobbies, merchandise and work areas and allow persons inside to look out.

2. Upper Story Windows That Face a Public Street, Alley or Mid-Block Connector. In all Subareas, upper story windows shall be required on all building façades and shall comprise a minimum of 25 percent of the length of the building’s façade for each story.

EXCEPTION: In Subarea D, window-like treatments (e.g., window frames or tromp d’oeuil windows), may be substituted.

3. In all Subareas, the use of low-reflective glass shall be encouraged as an energy conservation method.

4. In all Subareas, frosted glass, spandrel windows, and other types of glass or film coatings between 3 feet above the sidewalk grade to 8 feet above the building slab that diminish transparency on the ground floor shall be prohibited.

G. Orientation/Entrances. Safe, appealing, and comfortable street environments are necessary in order to promote walking and support public health. All buildings shall be oriented towards the public realm, including streets, mid-block connectors, parks and open space. Primary entrances to buildings shall be designed so that they are not easily confused with entrances into ground floor businesses; provided with lighting for night time safety and security; and oriented so that pedestrians have a direct and convenient route from the sidewalk. Corner lots/parcels offer unique possibilities because of their visibility and access from two streets, and create unique spaces of concentrated activity where pedestrians, bicyclists and motorists come together. These possibilities include, but are not limited to: café seating, sidewalk vending, or the provision of public art or water features.

1. In all Subareas:

a. Primary entrances to all new buildings located on a street, alley or mid-block connector shall be designed to include at least 3 of the following design elements: an awning, canopy, overhang, or arch above the entrance; recesses or projections in the building façade surrounding the entrance; a peaked roof or raised parapet structures over the door; or display windows surrounding the entrance. Primary entrance design elements attached to buildings shall be:

i. At least 9 feet above the sidewalk or grade;

ii. Suspended from the building (i.e., not supported by posts or columns that may interfere with pedestrian traffic); and

iii. Allowed to extend over the sidewalk portion of the right-of-way.

b. Primary entrances to all new buildings located on a corner lot/parcel shall face either the higher classification street or the intersection, using a cutaway, diagonal or other entrance design. If both streets are the same classification, one street may be chosen as the primary entrance.

i. Enhanced building corners may include characteristics as specified in Subsection 3.4-275G.1.a.

ii. The location of stairs, elevators, and other upper story building access points shall be located in coordination with corner building entrances and maintain the opportunity for sidewalk-level building retail opportunities to occur at corners.

c. Primary pedestrian ingress and egress for parking structures shall be as specified in Subsection 3.4-275K.2.

2. In Subarea A, all new individual residential dwellings that do not have businesses on the ground floor shall be designed so that each individual unit has a front door, or there is a primary entrance with a lobby that includes windows for safety facing the street.

3. In Subarea D, entries to light manufacturing buildings shall portray an office-like appearance while being architecturally related to the overall building composition.

4. In all Subareas, secondary entrances shall face the side or rear of all new buildings to allow access to available parking, where necessary.

H. Build-to Lines and Building Setbacks.

1. Build-to Lines. An urban streetscape is created by locating new buildings close to the street and close to one another wherever practical. The streetscape creates a sense of enclosure along sidewalks and provides a variety of street level façades. These standards establish a pleasant and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas. The build-to line is a line that is parallel to the property line and contiguous with the sidewalk, interfaces with the façade of the building, and equates to a zero setback. In all Subareas, buildings shall be constructed up to the build-to line, unless the developer desires a building setback as specified below. Pedestrian amenities shall be addressed as specified in Subsection 3.4-275I.2.a.

2. Building Setbacks.

a. In Subareas A, B, C, and the portion of D north of the Union Pacific railroad trestle and within the nodal development area, buildings may be set back a maximum of 10 feet behind the build-to line. This standard will still allow the establishment of a pleasant and diverse experience by providing additional pedestrian amenities. Pedestrian amenities shall be addressed as specified in Subsections 3.4-275I.2.a. and b.

EXCEPTION: In Subareas A, B, and C, ground floor entrances of buildings fronting Franklin Boulevard may be set back a maximum of 4 feet behind the build-to line and windows and walls may be set back a maximum of 1 foot, 6 inches. Pedestrian amenities shall be addressed as specified in Subsection I.2.a.

b. In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area, the applicant shall comply with the building setback standard specified in Subsection 3.4-275H.2.a.

EXCEPTION:

i. To accommodate on-site vehicle maneuvering and/or visitor parking that is permitted in the front of a building as specified in Subsection 3.4-270G.b.1., a building may be set back more than 10 feet from the build-to line. In this case, in order to justify the need for the additional setback, the applicant shall submit information, including, but not limited to, types of vehicles proposed to service the proposed use, vehicular turning radii for these vehicles, and the visitor parking layout, as necessary. The additional building setback shall be the minimum required for the proposed use.

ii. Where buildings are not located directly adjacent to the sidewalk, the developer shall take into account pedestrian safety by constructing a clearly defined pedestrian walkway across the vehicle maneuvering and/or visitor parking area from the public sidewalk on McVay Highway or other street to the sidewalk serving the primary building entrance.

(1) Where transit stops occur in the public right-of-way, pedestrian walkways shall provide a clear and direct connection from the main building entrances to the transit stop.

(2) In parking lots, all internal pedestrian walkways shall be distinguished from driving surfaces through a visual, textural, and vertical separation. Examples include durable, low maintenance surface materials such as pavers, bricks,

and/or scored/pressed concrete placed to provide an attractive pedestrian route of travel free of abrupt changes in elevation. Special railing, bollards and/or other architectural features shall be required along the pedestrian walkway in the area between parking spaces near the building entrance.

(3) Pedestrian walkways within parking areas shall be a minimum of 5 feet in width to provide a clear, unobstructed passage.

c. In all Subareas, public park structures including, but not limited to, kiosks and restroom facilities, shall be exempt from all building setback standards.

d. In all Subareas, no parking shall be permitted within any building setback.

EXCEPTION: In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area, parking is permitted as specified in Subsections 3.4-270G.b.1. and 3.4-275H.2.b.

I. Pedestrian Amenities.

1. The intent of the pedestrian amenities is to provide comfortable and inviting pedestrian spaces. Pedestrian amenities serve as informal gathering places for socializing, resting, and enjoyment of the Glenwood Riverfront, and contribute to a walkable environment. Pedestrian amenities shall be consistent with the character and scale of surrounding developments, intended use and expected number of people.

2. Pedestrian Amenities Standards. The pedestrian standards are minimums. The developer is encouraged to provide additional pedestrian amenities.

a. Where there is no building setback, the following coordinated pedestrian amenities shall be provided on each block or development area, as applicable, located between the curb and the build-to-line:

i. At least 1 bench for every 80 feet of street frontage;

ii. At least 1 trash receptacle for every 80 feet of street frontage; and

iii. At least 1 pedestrian-scale wall mounted light meeting the standards specified in Subsection 3.4-270C.2. for every 50 feet of street frontage.

b. Where there is a building setback, in addition to the pedestrian amenities specified in Subsection 3.4-275I.2.a., 2 additional pedestrian amenities from the list specified in Subsection 3.4-275 I.2.c., shall be provided for each 80 feet of street frontage.

c. Additional pedestrian amenities include, but are not limited to:

i. Sitting space (e.g., outdoor seating areas for restaurants, benches, garden wall or ledges between the building entrances and sidewalk);

ii. Building canopy, awning, pergola, or similar weather protection (minimum projection of 4 feet over a sidewalk or other pedestrian space);

iii. Transit shelters;

iv. Information kiosks;

v. Sidewalk displays;

vi. Drinking fountains;

vii. Wayfinding signage for pedestrians consisting of a distinctive logo and directional guidance to neighborhood destinations;

viii. Planting beds, hanging flower baskets, large semi-permanent potted plants, and/or ornamental planters;

ix. Pedestrian-scale lighting either freestanding or attached to the face of the building as specified in Subsection 3.4-270C.2. for every 50 feet of street frontage;

x. Decorative pavement patterns and tree grates;

xi. Decorative clocks;

xii. Public art sculpture, statues, murals, or fountains;

xiii. Bicycle racks;

xiv. Stands selling flowers, food or drink, as may be permitted by the Springfield Municipal Code; and

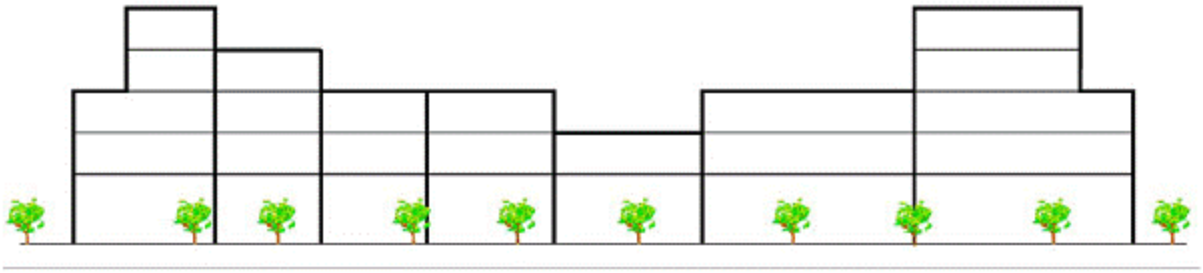
xv. Entry steps, porches and front gardens for residential mixed-use buildings.

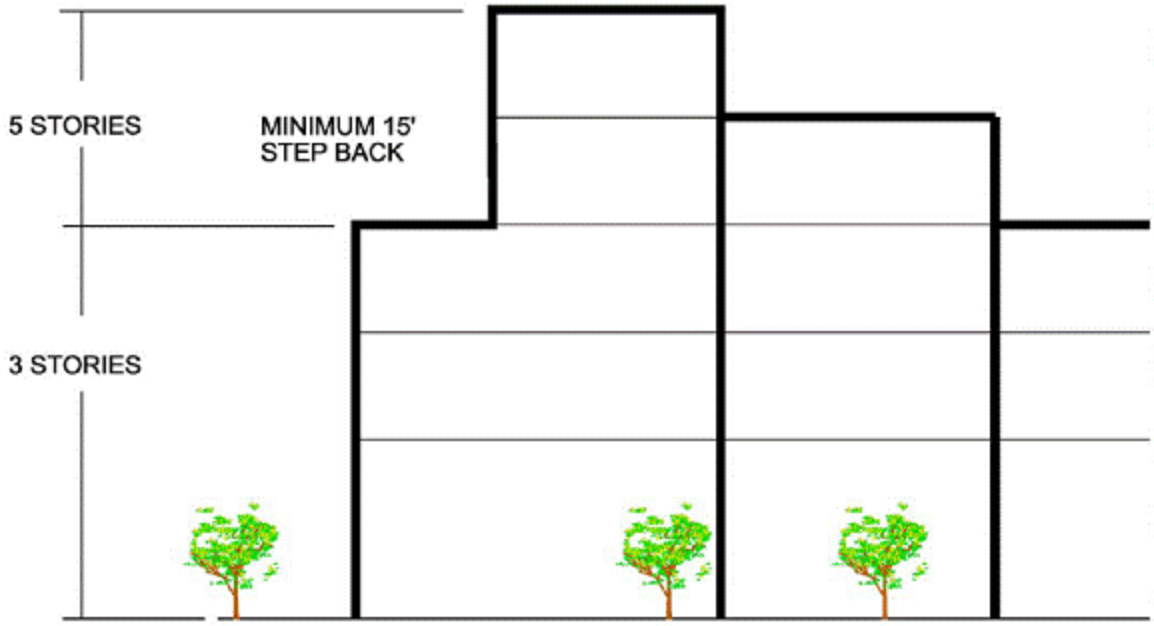
3. The 80-foot spacing standard in Subsection 3.4-275I.2.a. above may be flexed, and pedestrian amenities may be grouped or placed closer than this standard, as long as the quantity of amenities meets the minimum requirements and the spacing averages 80 feet along the street frontage.

ELEVATION

Pedestrian views

BUILDING FACADES
FIGURE 5-1
Ref. Section 3.4-275C.
ILLUSTRATIVE ONLY





BUILDING HEIGHT
FIGURE 5-2
Ref. Section 3.4-275D.

ELEVATIONS

BUILDING MASSING / BUILDING ARTICULATION

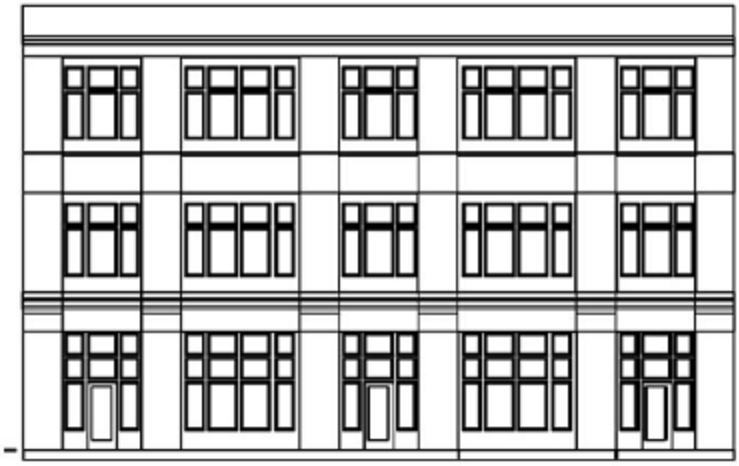
FIGURE 5-3

Ref. Section 3.4-275E.

ILLUSTRATIVE ONLY

UPPERSTORY WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 25% OF THE LENGTH OF THE BUILDINGS FACADE FOR EACH STORY.

COMMERCIAL/OFFICE
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 60% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE



Subarea A & B

RESIDENTIAL

UPPERSTORY WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 25% OF THE LENGTH OF THE BUILDINGS FACADE FOR EACH STORY.

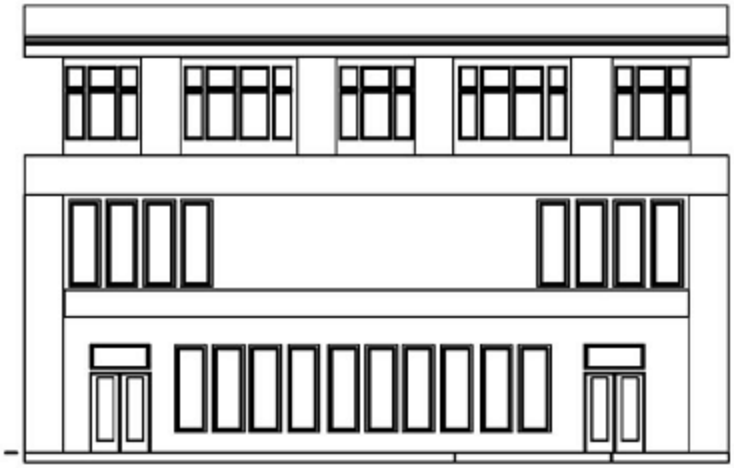
RESIDENTIAL
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 50% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE

Subarea A & B

WINDOWS & DOORS
FIGURE 5-4
Ref. Section 3.4-275F.

UPPERSTORY WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 25% OF THE LENGTH OF THE BUILDINGS FACADE FOR EACH STORY.

COMMERCIAL/OFFICE
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 60% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE

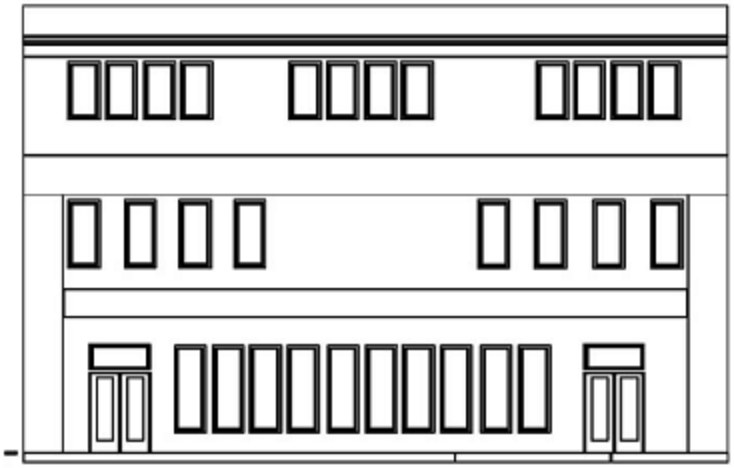


Subarea C

UPPERSTORY WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 25% OF THE LENGTH OF THE BUILDINGS FACADE FOR EACH STORY.

COMMERCIAL/OFFICE
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 60% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE

LIGHT MANUFACTURING
WINDOWS AND DOORS SHALL COMPRISE A MINIMUM OF 40% OF THE LENGTH AND 25% OF THE WALL AREA OF A BUILDINGS FIRST FLOOR FACADE



Subarea D

WINDOWS & DOORS
FIGURE 5-5
Ref. Section 3.4-275F.

Corner Buildings
Residential Stoops
Combined Residential/Commercial
Office/ Commercial

ORIENTATION/ ENTRANCES
FIGURE 5-6
Ref. Section 3.4-275G.
ILLUSTRATIVE ONLY

EXHIBIT 12-7 ADOPTED SDC 3.4-270 PUBLIC AND PRIVATE DEVELOPMENT STANDARDS

The following public and private development standards are established for the Glenwood Riverfront Mixed-Use Plan District:

A. Public Streets, Alleys and Sidewalks.

1. Public streets, alleys and sidewalks in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Transportation Chapter and designed and constructed as specified in the Springfield *Engineering Design Standards and Procedures Manual*.

2. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. The following is an overview of the Glenwood Riverfront street network:

a. Franklin Riverfront Arterial Street. Franklin Boulevard shall be designed and constructed as a hybrid multi-way boulevard.

b. Franklin Riverfront Local Street Network. A grid street pattern shall be designed and constructed to include north-south through streets, park block streets, a riverfront street, east-west service streets and alleys as specified in Subsection 3.4-270A.2.d.

c. Franklin Riverfront Block Length. Block length and width shall range from 250 to 350 feet.

EXCEPTION: Park block width (east-west) shall be a minimum of 150 feet. However, the City and Willamalane will seek to minimize park block width prior to the submittal of development applications as specified in Subsection 3.4-270J.4.b.

d. Franklin Riverfront Mid-block Connectors/Alleys. Mid-block connectors or alleys shall be designed and constructed either mid-way or every 250 to 350 feet in those larger blocks that exceed the block length standard specified in Subsection 3.4-270A.2.c. In addition, alleys shall be limited to the grid street pattern area described in Subsection 3.4-270A.2.b., and shall be used as specified in Subsection 3.4-270G.11.

e. In the Franklin Riverfront, the developer shall coordinate with the City to allow temporary access to properties prior to the establishment of the required grid street system. Temporary access will be reviewed and approved during the Site Plan Review process. As the grid system is established, the developer shall be required to remove the temporary access at their own expense, while establishing the required grid street system as specified in the Glenwood Refinement Plan and the Springfield *Engineering Design Standards and Procedures Manual*.

f. McVay Riverfront Arterial Street. McVay Highway shall be designed and constructed as a multi-modal facility. In consideration of significant infrastructure improvements required along the frontage of McVay Highway and the uncertainty as to the timing of these improvements, an Improvement Agreement may be accepted in lieu of completing frontage improvements at the time of development approval. In the case of property requiring annexation to the City, the terms of making the improvements shall be described in the Annexation Agreement.

g. McVay Riverfront Local Street Network.

i. Primary access from McVay Highway shall be from east-west streets in the vicinity of East 19th Avenue, Nugget Way and the south end of Glenwood.

ii. A grid street pattern may be accomplished by incorporating north-south streets as specified in Subsection 3.4-270A.2.b. or by shared private driveways.

3. Construction and design of public streets, alleys and sidewalks shall be as specified in the Springfield *Engineering Design Standards and Procedures Manual*.

B. Street Trees and Curbside Planter Strips. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. Street trees, especially those that provide shade, and curbside planter strips in the public right-of-way shall be as specified in the Springfield *Engineering Design Standards and Procedures Manual*. Therefore, street trees will not be subject to the regulations of this Section and will not be counted toward any landscaping required by this Section. As a general rule, street trees shall be selected on the basis of providing shade and have a size relationship with the street landscape (e.g., the wider the street, the larger the trees). Trees at least 40 feet tall at maturity are required for pedestrian areas. Design considerations shall be focused on space requirements of the selected trees at all phases of their life cycle. Scale, soils, underground obstruction, overhead constraints, branch height, mature tree size, and shadow patterns are examples of design considerations. Proposed tree species shall provide continuity between one site and the next in the same block. Street trees shall be placed either directly in planter strips or within tree wells located between the sidewalk and the curb as specified in the Springfield *Engineering Design Standards and Procedures Manual*. Street trees and planter strips in the public right-of-way shall be shown on the required Site Plan.

C. Lighting.

1. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3. Decorative public street lighting and pedestrian level lighting, as may be permitted in the Springfield *Engineering Design Standards and Procedures Manual*, shall be included with all new developments or redevelopment.

2. Private on-site lighting shall comply with the Illuminating Engineering Society of North America recommended practices and shall:

a. Be the minimum illumination necessary for a given application, including parking areas, as specified in Subsection 3.4-270G.9.d.;

b. Be shielded or recessed so that direct glare and reflection are contained within the boundaries of the property; and directed downward and away from abutting properties, public rights-of-way, and riparian zones, wetlands and other protected areas identified in this Code;

c. Create a safe and secure environment for pedestrians and bicyclists during hours of darkness and reduce or prevent light pollution by minimizing glare; and

d. Provide private on-site pedestrian level lighting, whether freestanding or attached to a building. Private on-site pedestrian level lighting is distinct from public street lights described in Subsection 3.4-270C.1. because it is intended to light private property rather than public streets. The height of a freestanding or attached light fixture shall be 12 to 14 feet and in no case shall exceed 25 feet or the height of the permitted building or structure, whichever is less. In this case, height is measured as the vertical distance between the paved surface or finished grade and the bottom of the light fixture.

D. Bicycle Facilities. Bicycle facilities shall be required: off-street as part of the multi-use path specified in Subsection 3.4-270E.; on-street; or as part of a mid-block connector.

1. Bicycle facilities in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Transportation and Open Space Chapters.

2. Applicable Glenwood Refinement Plan Transportation Policies and Implementation Strategies shall be as specified in Appendix 3.

3. Bicycle facilities, including, but not limited to, mid-block connectors and on-street markings, shall be designed and constructed as specified in the Springfield *Engineering Design Standards and Procedures Manual* and the Springfield Standard Construction Specifications.

4. Bicycle parking shall be as specified in Table 3.4-2.

E. Multi-Use Path. The multi-use path shall be part of the riverfront linear park along the entire length of the Willamette River in the Glenwood Riverfront. The multi-use path shall provide opportunities for active and passive recreation activities, including but not limited to, walking, jogging, running, cycling, inline skating, and nature watching. The multi-use path shall be located at the outermost edge of the 75-foot-wide Greenway Setback Line/Riparian Setback to the maximum extent practicable.

1. The multi-use path shall be as described in the Glenwood Refinement Plan Transportation and Open Space Chapters.

2. Applicable Glenwood Refinement Plan Transportation and Open Space Chapter policies and implementation strategies shall be as specified in Appendix 3.

3. The multi-use path shall be designed and constructed as specified in the Springfield *Engineering Design Standards and Procedures Manual* and the Springfield Standard Construction Specifications.

G. Vehicle/Bicycle Parking and Loading Standards.

1. Vehicle/bicycle parking standards shall be as described in the Glenwood Refinement Plan Transportation and the Housing and Economic Development Chapters.

2. Applicable Glenwood Refinement Plan Vehicle/Bicycle Parking Policies and Implementation Strategies shall be as specified in Appendix 3.

3. Vehicle/bicycle parking and loading standards shall be designed and constructed as specified in this Subsection.

4. Vehicle Parking—General. Adequate vehicle parking shall be provided to support new development and redevelopment in the Glenwood Riverfront, while minimizing adverse visual, environmental, and financial impacts on the public. In line with the land use vision for compact development and a walkable, pedestrian-friendly environment, on-street parking, aboveground and underground off-street parking structures, and parking located within or under buildings shall be encouraged. Locating and designing all required vehicle parking to minimize the visibility of parked cars to pedestrians from street frontages and light and noise impacts of parking lots strengthens the character of the Glenwood Riverfront, reinforces the emphasis on pedestrian, bike, and transit for travel, and minimizes the potential for vehicle/pedestrian conflicts.

5. Types of Vehicle Parking Facilities Permitted.

a. In all Subareas, the following types of parking facilities shall be permitted:

i. On-street parking.

ii. Aboveground and underground parking structures.

iii. Surface parking facilities located in interior courts.

iv. Parking facilities incorporated within or on top of a building.

b. In Subarea D, south of the Union Pacific railroad trestle and outside of the nodal development area, in addition to parking facilities permitted in Subsection 3.4-270G.5.a.i.—iv., surface parking facilities that are screened as specified in Subsection 3.4-270F.4.b. shall be permitted along McVay Highway and any other street frontage, in the following circumstances:

i. Two rows of visitor parking including a travel lane that can accommodate bi-directional traffic in the front of and facing a building as specified in Subsection 3.4-275H.2.b.; and

ii. Overflow visitor parking and other permitted vehicular parking on one side of, and in the rear of a building.

6. Maximum off-street vehicle parking spaces by use category shall be as specified in Table 3.4-1.

Vehicle Parking Standards Table 3.4-1

Use Category	Use Sub-Category	Maximum Number of Required Spaces
Commercial	Eating and Drinking Establishments (1)	1 per each 30 square feet of seating floor area plus 1 per each 500 gross square feet of non-seating floor area
	Hospitality	1 per guest bedroom plus 1 space per each full-time employee on the largest shift
	Personal Services	1 per each 350 square feet of gross floor area
	Professional, Scientific and Technical Services	1 per each 350 square feet of gross floor area
	Retail Sales and Services	1 per each 300 square feet of gross floor area
Employment	Hospital	1 per each 200 square feet of gross floor area or 1.5 per bed
	Light Manufacturing (2)	1 per each 550 square feet of gross floor area plus 1 space per company owned vehicle
	Light Manufacturing Storage (2)	1 per each 1650 square feet of gross floor area plus 1 space per company vehicle
	Office Employment	1 per each 350 square feet of gross floor area
	Educational Facilities	To be determined by a parking study that considers number of employees, students, and hours of operation
	Warehousing (2)	1 per each full-time employee on the largest shift plus 1 space per company vehicle
Recreation	Park Blocks or Riverfront Linear Park Recreational Facilities (3)	0
Residential **(High-Density)**	Residential Occupancy of Dwelling Units	1 per bedroom with a maximum of 2.5 per dwelling unit plus 1 space for every 15 dwelling units for visitors. 1 per each 4 beds plus 1 space per each full time employee on the largest shift for nursing homes and assisted living; or 1 per every 2 beds plus 1 space per each full time employee on the largest shift for independent living
Vehicle Related Uses	Structured Parking	N/A

Notes:

(1) When calculating the parking requirements for an eating or drinking establishment that has outdoor seating, up to 20 outdoor seats shall be exempt from the seating calculation.

(2) The U.S. Department of Transportation establishes commercial truck classifications based on the vehicle's gross vehicle weight rating. Classes 1, 2 and 3 are "light duty"; Classes 4, 5 and 6 are "medium duty"; and Classes 7 and 8 are "heavy duty." Trucks classified as medium and heavy duty that are used as part of a commercial or light manufacturing use shall be located either:

(a) Within an enclosed building; or

(b) Outside of a building when:

i. Screened by a masonry or concrete wall or other permanent fully opaque screen that extends from the building and complements the façade of the building. The wall shall have a minimum height of 8 feet. The screen shall totally conceal trucks from McVay Highway and the Willamette River and shall meet the building setback standard specified in Subsection 3.4-275H.2.b.; or

ii. Within a courtyard surrounded by buildings in a manner that medium and heavy duty truck parking cannot be seen from McVay Highway or the Willamette River.

(c) Medium and heavy duty truck parking shall be prohibited in front and street side yards.

(3) Public parking for the park blocks and riverfront linear park will be provided on street.

7. Parking Maximum Benefits and Options.

a. Parking Maximum Benefits.

i. Supports Mobility Management. Parking management is an important component of efforts to encourage more efficient transportation choices, that helps reduce problems such as traffic congestion, roadway costs, pollution emissions, energy consumption and traffic accidents;

ii. Improves Walkability. By allowing more clustered development and buildings located closer to sidewalks and streets, parking management helps create more walkable communities;

iii. Supports Transit. Parking management supports transit oriented development and transit use;

iv. Provides Facility Cost Savings. Reduces development costs to governments, businesses, developers and consumers;

v. Supports Compact Growth. Parking management helps create more accessible and efficient land use patterns, and so helps preserve green space and other valuable ecological, historic and cultural resources;

vi. Allows More Flexible Facility Location and Design. Parking management gives architects, designers and planners more ways to address parking requirements, creating more functional and attractive communities;

vii. Supports Equity Objectives. Management strategies can reduce the need for subsidies, improve travel options for non-drivers, and increase affordability for lower-income households; and

viii. Reduces Stormwater Management Costs, Water Pollution and Heat Island Effects. Parking management can reduce total pavement area and incorporate better design features.

b. Options available to help meet parking maximums include:

i. A legally-binding shared parking agreement may be submitted as specified in Subsection 4.6-110E. where multiple uses or multiple developments share one or more parking facilities, and peak parking demand occurs during different times of the day. An example of this option is office development with nearby residential development.

ii. Unbundled parking may be utilized where parking spaces are rented or sold separately, rather than automatically included with the rent or purchase price of a residential or commercial unit. In this option, tenants or owners are able to purchase only as much parking as they need or want and are given the opportunity to save money by using fewer parking stalls. The developer shall specify the number of unbundled parking spaces proposed and provide an explanation of how this parking reduction option will affect the proposed development as part of the Site Plan Review application submittal. No more than 50 percent of the parking provided shall be unbundled parking.

iii. Car Sharing.

(a) Car sharing reduces the rate of personal vehicle ownership. In this option, a household or business gains the benefits of private vehicle use without the costs and responsibilities of ownership. A household or business has access to a fleet of shared-use vehicles on an as-needed basis. A household or business gains access to these vehicles by joining an organization that maintains a fleet of cars and/or light trucks, e.g., ZipCar, that are parked in designated, leased spaces in a network of locations.

(b) Car sharing shall be permitted in public and private parking structures and parking lots.

iv. Carpool/Vanpool Parking.

(a) If the carpool/vanpool option is chosen, it shall apply when there are at least 20 parking spaces. The number of carpool/vanpool parking spaces shall be based upon 5 percent of the employees on the largest shift.

(b) The carpool/vanpool spaces shall be located closer to the primary employee entrance or secondary entrance from a parking lot than any other employee parking, except disabled accessible spaces.

(c) Reserved areas shall have markings and signs that indicate the space is for carpool/vanpool use.

(d) Parking in reserved areas for carpools/vanpools shall be established through rideshare programs by public agencies and to vehicles meeting minimum rideshare qualifications set by the employer.

v. Subsidized transit passes.

vi. Establishment of Alternative Work Schedules. This option includes alternative work schedule techniques such as staggered and flexible work hours and the shortened workweek.

8. Additional Vehicle Parking. A request for parking that exceeds the maximum parking standards specified in Table 3.4-1 shall be permitted only within a parking structure that accommodates parking for more than one use. The parking structure may be privately owned, or in-lieu-of-fees may be paid to the City for an appropriately sized public parking structure upon establishment of a parking district serving portions of the Glenwood Riverfront Mixed-Use Plan District.

9. Vehicle Parking Design Standards. The following standards shall apply to all permitted parking facilities:

a. In both public and private parking facilities, the stall width and length and aisle width standards specified in Section 4.6-115 shall apply.

b. All surface parking lots shall incorporate the following elements, including, but not limited to:

i. Pedestrian walkways that provide priority over vehicles routes, are direct and accessible, and enhance safety for pedestrians and vehicles. Parking lots with 50 or more spaces shall be divided into separate areas by landscaping or protected raised pedestrian walkways at least 10 feet in width, or by a building or group of buildings. Pedestrian walkways shall include pedestrian-scaled lighting as specified in Subsection 3.4-270G.9.d. and elevated crosswalks and/or distinguishing paving colors, textures or materials, as specified in the Springfield *Engineering Design Standards and Procedures Manual*. The pedestrian routes shall lead to an entrance in the rear or, if applicable, the side of a building;

ii. The use of alternative surfacing as specified in the Springfield *Engineering Design Standards and Procedures Manual*, including permeable surfacing, where applicable, shall be preferred as an option over traditional impervious surfacing; and

iii. Strategies to reduce "heat island" effects, such as canopy shade trees and landscaping as specified in Subsection 3.4-270F.4.c.

c. Surface Parking Lot landscaping Standards. Parking lot landscaping shall be required as specified in Subsections 3.4-270F.4.b. and c.

d. Surface parking lot lighting shall be provided as specified in Subsection 3.4-270C.2. and may be a mix of bollards at ground level and pedestrian-level lighting.

e. Vehicle parking shall not be allowed within any required or optional building setback specified in Subsection 3.4-275H.

10. Vehicle Parking Structure Design Standards. Aboveground and underground parking structures shall be designed as specified in Subsection 3.4-275K.

11. Vehicle Parking Access and Driveways.

a. In Subareas A, B, and C, vehicle access to a parking lot or parking structure shall be from a service street, alley, or, where there is no service street, other local street in order to minimize the impact of auto parking and driveways on the public pedestrian environment. Each block face fronting a service street, alley or other local street necessary for vehicle access shall be limited to one curb cut.

b. In Subarea D, vehicle access to a parking lot or parking structure also may be from a common driveway serving multiple developments; in this case, a recorded joint-use/access easement shall be required.

c. Curb cuts for all parking lots or parking structures shall be constructed to maintain the elevation, appearance and continuity of sidewalks crossed by the curb cuts.

12. In all Subareas and in all types of parking facilities, electric vehicle (EV) parking stations and structures supporting photovoltaic panels shall be encouraged and permitted, where appropriate.

13. Bicycle Parking. Safe and convenient bicycle parking shall be provided for residents, visitors, employees and patrons. In mixed-use developments, the required bicycle parking for each use shall be provided. Required off-street bicycle parking spaces shall be as specified in Table 3.4-2. The required minimum number of parking spaces for each listed use is 4 spaces.

Bicycle Parking Standards Table 3.4-2

Use Category	Use Sub-Category	Number of Required Spaces	Long and Short Term Bicycle Parking Percentages	
Commercial	Eating and Drinking Establishments	1 per 600 sq. ft. of floor area	25% long term	75% short term
	Hospitality	1 per 20 rentable rooms	75% long term	25% short term
	Personal Services	1 per 2000 sq. ft. of floor area	25% long term	75% short term
	Professional, Scientific and Technical Services	1 per 3000 sq. ft. of floor area	75% long term	25% short term
	Retail Sales and Services	1 per 3000 sq. ft. of floor area	25% long term	75% short term
Employment	Office Employment	1 per 3000 sq. ft. of floor area	75% long term	25% short term
	Light Manufacturing	1 per 10,000 sq. ft. of floor area	75% long term	25% short term
	Light Manufacturing Storage	1 per 10,000 sq. ft. of floor area	75% long term	25% short term
	Warehousing	1 per 40,000 sq. ft. of floor area	75% long term	25% short term
Recreation	Park Blocks or Riverfront Linear Park Recreational Facilities	8 per each park block and 4 per each mile of riverfront linear park	100% short term	
Residential	Senior and Congregate Care	1 per 4 rooms	75% long term	25% short term
	Dormitories	1 per every 3 beds	75% long term	25% short term
	High-Density Residential Housing	1 per 2 dwelling units	75% long term	25% short term
Vehicle Related Uses	Structured Parking Public or Private	5% of the number of vehicle spaces provided or 105% of the demand	75% long term	25% short term

14. Bicycle Parking Location and Security.

a. Long term bicycle parking required in association with a commercial or employment use shall be provided in a well-lighted, secure location within a convenient distance of a main entrance and any secondary entrance. A secure location is defined as one in which the bicycle parking is a bicycle locker, a lockable bicycle enclosure, or provided within a lockable room.

b. Long term bicycle parking provided in outdoor locations shall not be farther away than the closest on-site automobile parking space, excluding designated accessible parking spaces.

c. Long term bicycle parking required in association with high-density residential use shall be provided in a well-lighted, secure ground-level or underground location within a convenient distance of an entrance to the residential unit. A secure location is defined as one in which the bicycle parking is provided outside the residential unit within a protected garage, a lockable room, a lockable bicycle enclosure, or a bicycle locker.

d. Short term bicycle parking shall consist of a securely fixed structure that supports the bicycle frame in a stable position without damage to wheels, frame, or components and that allows the frame and both wheels to be attached to the rack by the bicyclist's own locking device. Innovative bicycle racks that incorporate street art shall be encouraged. Short term bicycle parking shall be provided within a convenient distance of and clearly visible from, the main entrance and/or any secondary entrance to the building, but it shall not be farther away than the closest on-site automobile parking space, excluding designated accessible parking spaces.

15. Loading Areas. Loading areas shall:

a. Be concealed from public view;

b. Be located at the rear or side of the development area, with access taken from a public service street or alley;

c. Be equipped with closable overhead doors that blend in to the design of the building;

d. Not be located where pedestrian or bicycle circulation through or between development areas can be impeded;

e. Not encroach upon required landscaping; and

f. Not encroach upon public and/or private driveways and sidewalks.

J. Public Parks and Open Space.

1. Public park and open space facilities shall be as described in the Glenwood Refinement Plan Open Space and Public Facilities and Services Chapters.

2. Public park and open space policies and implementation strategies shall be as specified in Appendix 3.

3. Public park and open space facilities shall be designed and constructed as specified in the Glenwood Refinement Plan and shall be consistent with Willamalane Park and Recreation District design and construction standards.

4. The Glenwood Refinement Plan establishes 2 public open space areas in the Glenwood Riverfront, a riverfront linear park and multi-use path and the park blocks:

a. The riverfront linear park and multi-use path will follow the Willamette River through Subareas A, B, C and D along the entire Glenwood Riverfront within the Willamette Greenway (WG) Overlay District Greenway Setback Line/Riparian Area boundary. The WG Overlay District is a continuous area along the Willamette River measured 150 feet from the ordinary low water mark. Within the Willamette Greenway is the Greenway Setback Line that is measured 75 feet from the top of bank and contiguous with the 75-foot-wide Water Quality Limited Watercourses riparian setback. Development and uses riverward of the Greenway Setback Line shall be water-dependent and water-related. Development and uses landward of the Greenway Setback Line to the 150-foot WG Overlay District boundary shall be as permitted in the underlying zoning district only as specified in Section 3.4-280. In addition to Site Plan Review, development within the WG Overlay District will require Type III review procedure. Riparian and wetland areas in the Glenwood Riverfront shall be protected as specified in Sections 4.7-115 and 4.7-117. Access to the riverfront linear park and the Willamette River shall be as follows:

i. No development shall restrict public access to the riverfront linear park.

ii. Required public access to the Willamette River and the riverfront linear park shall be in the vicinity of the intersections of the north-south streets and the park blocks with the riverfront street in the Franklin Riverfront and no more than one-half mile apart in the McVay Riverfront. Amenities including, but not limited to, benches and seating areas along the multi-use path, shall be required in the vicinity of public access. The developer may opt to provide additional river access to enhance the development area.

b. Park Blocks in the Franklin Riverfront in Subarea A. The design of the north-south park blocks requires a minimum width of approximately 150 feet, measured from the face of curb to face of

curb in order to provide an area needed to support both passive and active park uses and stormwater management for nearby development and the public street system. The maximum length of individual park blocks from Franklin Boulevard to the Willamette River will depend upon the block length of a particular development, which may range from 250 to 350 feet.

EXCEPTION: The minimum park block width may be reduced without the need for a modification, as specified in Section 3.4-230B.3., if the City Engineer and Willamalane Superintendent determine that the recreation, transportation, and stormwater management functions of the park blocks and objectives of park block policies can be met with a reduced width upon consulting the *Engineering Design Standards and Procedures Manual*, the Glenwood Refinement Plan, Willamalane Park and Recreation Comprehensive Plan, or other applicable technical supplement. The discussion regarding the reduction of the minimum park block width can occur at the Development Issues meeting specified in Subsection 5.1-120A.; or the Pre-Application Report specified in Subsection 5.4-120B.; and/or the Pre-Submittal Meeting specified in Subsection 5.1-120C.

K. Location of Transit Stops.

1. The proposed location of transit stops shall be as described in the Glenwood Refinement Plan Transportation Chapter.

2. In all Subareas, the final location of transit stops on Franklin Boulevard and McVay Highway shall be approved during the final design review for each street project that will include input from the Lane Transit District and approval from the City Council.

M. Light Manufacturing Operational Performance Standards. Proposed light manufacturing uses permitted in Subarea D shall comply with the operational performance standards specified below. Light manufacturing uses may stand alone or be in a business park with other permitted uses. There is no use list for light manufacturing uses; however, if the proposed use complies with the operational performance standards listed below, that use will be permitted.

1. All light manufacturing operations shall be entirely enclosed within a building.

EXCEPTION: The Director may allow an outdoor utility yard to store tanks containing gases and/or fluids that are essential to the operation of the permitted use that otherwise cannot be contained in an enclosed building for fire and life safety reasons, as determined by the Fire Marshal. The utility yard shall be screened from public view by a masonry or decorative concrete wall at least 8 feet in height that is an extension of the building, complements the façade of the building, and meets required setbacks and building landscaping standards specified in Subsection 3.4-270F. This exception shall not apply to development proposals adjacent to any residential or commercial mixed-use designation/zoning.

2. All applicable building design standards specified in Section 3.4-275 shall be met.

3. The storage of raw materials and/or finished products shall occur entirely within enclosed buildings. The parking of medium duty and heavy duty trucks shall be as specified in Table 3.4-1, Note (2).

4. The routine movement of heavy equipment on or off the development area shall not be permitted.

EXCEPTION: Trucks and necessary heavy equipment shall be allowed during construction.

5. Uses on the prohibited use list specified in Section 3.4-275 shall not be permitted.

6. Proposed uses shall comply with the additional operational performance standards listed below. The intent is not to specifically deny a use, but to ensure compliance with applicable local, State, and Federal regulations. Compliance with these operational performance standards shall be the continuing obligation

of the property owner. Failure to comply with these operational performance standards shall be a violation of this Code and/or Chapter 5 of the Springfield Municipal Code.

7. Air Pollution. Air pollution includes, but is not limited to, emission of smoke, dust, fumes, vapors, odors, and gases. Air pollution shall not be discernable at the property line by a human observer relying on a person's senses without the aid of a device. The applicant shall obtain and maintain all applicable licenses and permits from the appropriate local, State, and Federal agencies.

8. Fire and Explosive Hazards. All activities involving the use, storage and/or disposal of flammable or explosive materials shall comply with the Uniform Fire Code as most recently adopted by the City.

9. Glare. Glare resulting from a light manufacturing operation, including, but not limited to, welding or laser cutting, shall not be visible from the outside of the building.

10. Hazardous Waste. Proposed development shall not utilize or produce hazardous waste unless permitted as specified in Oregon Administrative Rule (OAR) 340-102-0010 through 340-102-0065 or any applicable Federal regulation. Where hazardous waste is permitted, the proposed use shall not be adjacent to any residential or commercial mixed-use designation/zoning.

11. Noise. These standards apply to noise generated by any machinery or equipment on the development area. The maximum permitted noise levels in decibels across lot/parcel lines and district boundaries shall be as specified in OAR 340-035-0035, Noise Control Standards for Industry and Commerce.

12. Radiation. There are various sources of radiation, including, but not limited to, ionizing radiation; electromagnetic radiation; and radiation from sonic, ultrasonic or infrasonic waves. Uses that involve radiation shall comply with the regulations in OAR 333-100-0001 through 333-100-0080 and any applicable Federal regulation. Where sources of radiation are permitted, the proposed use shall not be adjacent to any residential or commercial mixed-use designation/zoning.

13. Vibration. No use, other than a temporary construction operation, shall be operated in a manner that causes ground vibration that can be measured at the property line. Ground-transmitted vibration shall be measured with a seismograph or a complement of instruments capable of recording vibration displacement, particle velocity, or acceleration and frequency simultaneously in 3 mutually perpendicular directions.

N. Historic and Cultural Resources.

1. Historic and cultural resources in the Glenwood Riverfront shall be as described in the Glenwood Refinement Plan Historic and Cultural Resources Chapter.

2. Applicable Glenwood Refinement Plan historic and cultural resources policies and implementation strategies shall be as specified in Appendix 3.

3. Section 3.3-915 states that the Historic Commission makes recommendations to the Planning Commission or City Council on the following issues:

a. The establishment or modification of a Historic Landmark District;

b. The establishment of the Historic Landmark Inventory;

c. The removal of individual Historic Landmark Sites and Structures from the Historic Landmark Inventory; and

d. Demolition of a Historic Landmark Structure.

4. There are several properties identified in the 2010 Glenwood Reconnaissance Level Survey in the Glenwood Riverfront that warrant further examination to determine eligibility for the National Register of Historic Sites and Places and/or the City Landmark Inventory. Additional resources may be identified in the Glenwood Riverfront should the Historic Commission pursue a Reconnaissance Level Survey in the McVay Riverfront section of the Glenwood Riverfront in the future. Developers shall address this topic at the time of Site Plan Review submittal as specified in Subsection 3.4-270N.5.

a. Residential structures that warrant further examination for individual listing:

i. 295 North Brooklyn Street.

ii. 3007 Franklin Boulevard.

iii. 1780 Mississippi Avenue.

b. Commercial or industrial structures that warrant further examination for individual listing:

i. 3600 Franklin Boulevard (Myrmo & Sons).

ii. 3698 Franklin Boulevard (Intercity Engineering).

iii. 4206 Franklin Boulevard (Blue Cross Animal Hospital).

c. Other resources that warrant further examination for individual listing:

i. 3787 Franklin Boulevard.

ii. 3998 Franklin Boulevard (Ponderosa Village).

5. In any proposed development area that contains a building as specified in Subsection 3.4-270N.4., the developer shall state, at the time of Site Plan Review application submittal, whether the building will be part of the new development, moved to another site, or demolished.

a. If the building will remain as part of the new development, the developer shall explain any proposed modifications to the building and how the historic context will be protected.

b. If the building is proposed to be moved, the developer shall state the new location and identify any building modifications.

c. If demolition is proposed, the developer shall document the building by submitting the following:

i. A written statement of its historical significance, including a description of the architectural and historical context in which the structure was built and subsequently evolved;

ii. Drawings, including, but not limited to, floor plans, elevations, architectural details, and construction elements; and

iii. Photographs recording the environmental setting, elevations, and significant details, both inside and outside of the building.

EXHIBIT 12-8 ADOPTED SDC 3.4-255 PROHIBITED USES

The following uses shall be prohibited within the Glenwood Riverfront Mixed-Use Plan District:

Agricultural machinery rental/sales/service
Auto parts, tires, batteries, and accessories
Auto/truck sales/rental/service
Warehouse commercial retail sales (big box stores)(1)
Car and truck washes
Drive-through facilities (2)
All equipment rental/sales/service facilities
Exterior display and storage of merchandise (3)
Freestanding wireless communication towers
Key/card lock fuel facilities
Light manufacturing uses that cannot meet the operational performance standards specified in Section 3.4-270
Manufactured dwelling sales/service/repair
Mini-warehouse storage facilities
Motels
Motor freight terminals
Moving and storage facilities
Recreational vehicle and heavy truck sales/rental/service
Service stations and gas stations
Tires, sales/service
Transit park and ride facility
Truck and auto repair and painting facilities

Notes:

(1) A "big-box store" (also called supercenter, superstore, or megastore) is a physically large retail establishment, usually part of a chain, and generally more than 50,000 square feet in size. The term sometimes also refers, by extension, to the company that operates the store. Examples include large department stores and specialty retailers such as Wal-Mart, Target, Best Buy and Ikea and/or home improvement centers such as Lowe's or Home Depot.

(2) **EXCEPTION**: Along McVay Highway in Subarea D south of the Union Pacific railroad trestle and outside of the nodal development area, drive-through facilities shall be permitted if they are in compliance with the following criteria:

(a) The applicant can demonstrate that the drive-through facility is not the primary method of selling or servicing;

(b) A maximum of one drive-through lane or window is proposed;

(c) The development meets all other requirements of Section 3.4-275;

(d) The drive-through lane or window and the associated access drive do not cross pedestrian walkways from the public sidewalk to the sidewalk serving the primary building entrance of any business on the site and are designed to minimize disruption of on- and off-site pedestrian and bicycle traffic.

(3) **EXCEPTION**: Outdoor seating for restaurants and pedestrian-oriented accessory uses, including flower, food, or drink stands shall be permitted. Temporary public gatherings, including, but not limited to, open-air markets and festivals, shall also be permitted as specified in the Springfield Municipal Code.

EXHIBIT 12-9 ADOPTED GRP TRANSPORTATION CHAPTER FIGURE 4

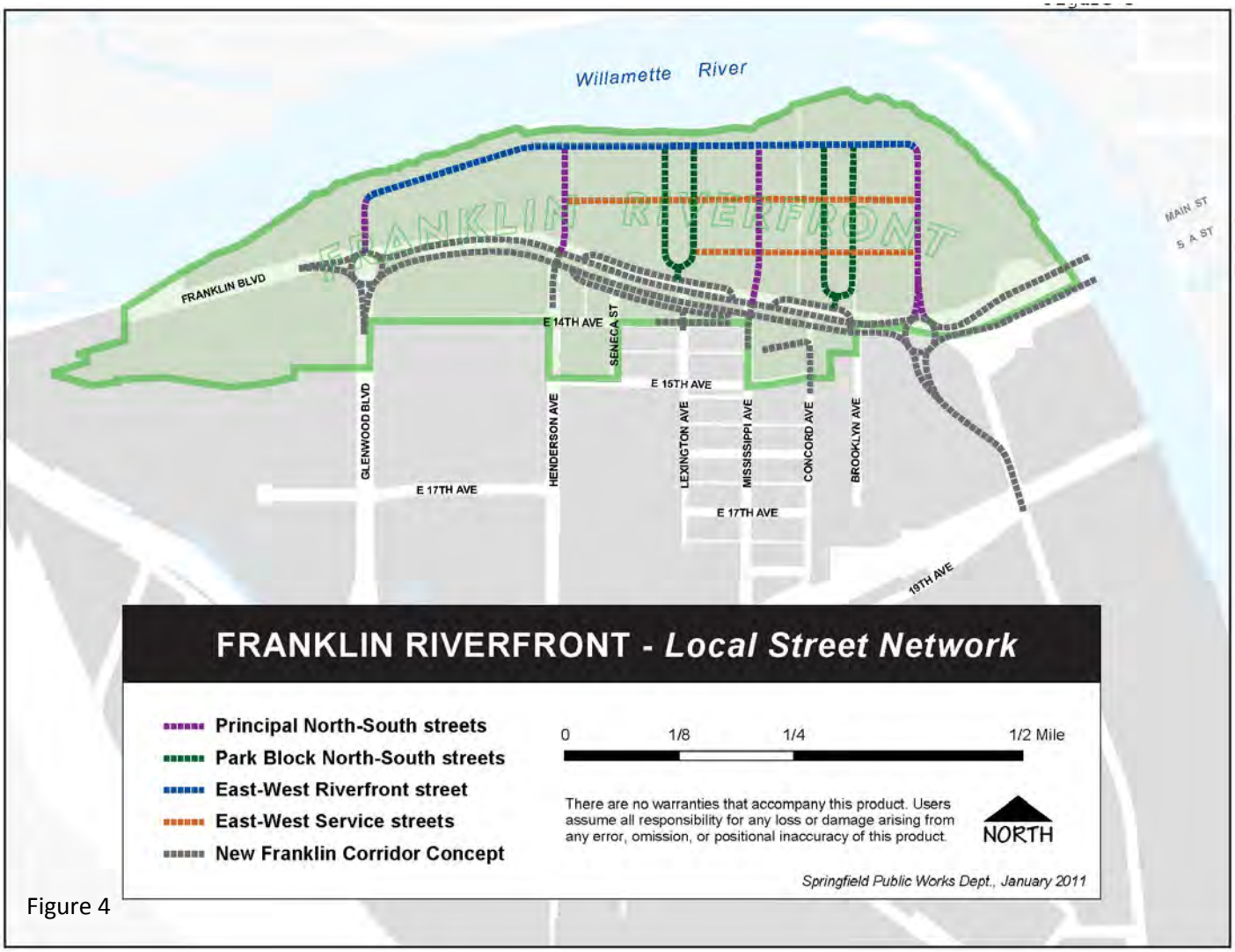


Figure 4

EXHIBIT 12-10 ADOPTED GRP TRANSPORTATION CHAPTER FIGURE 10

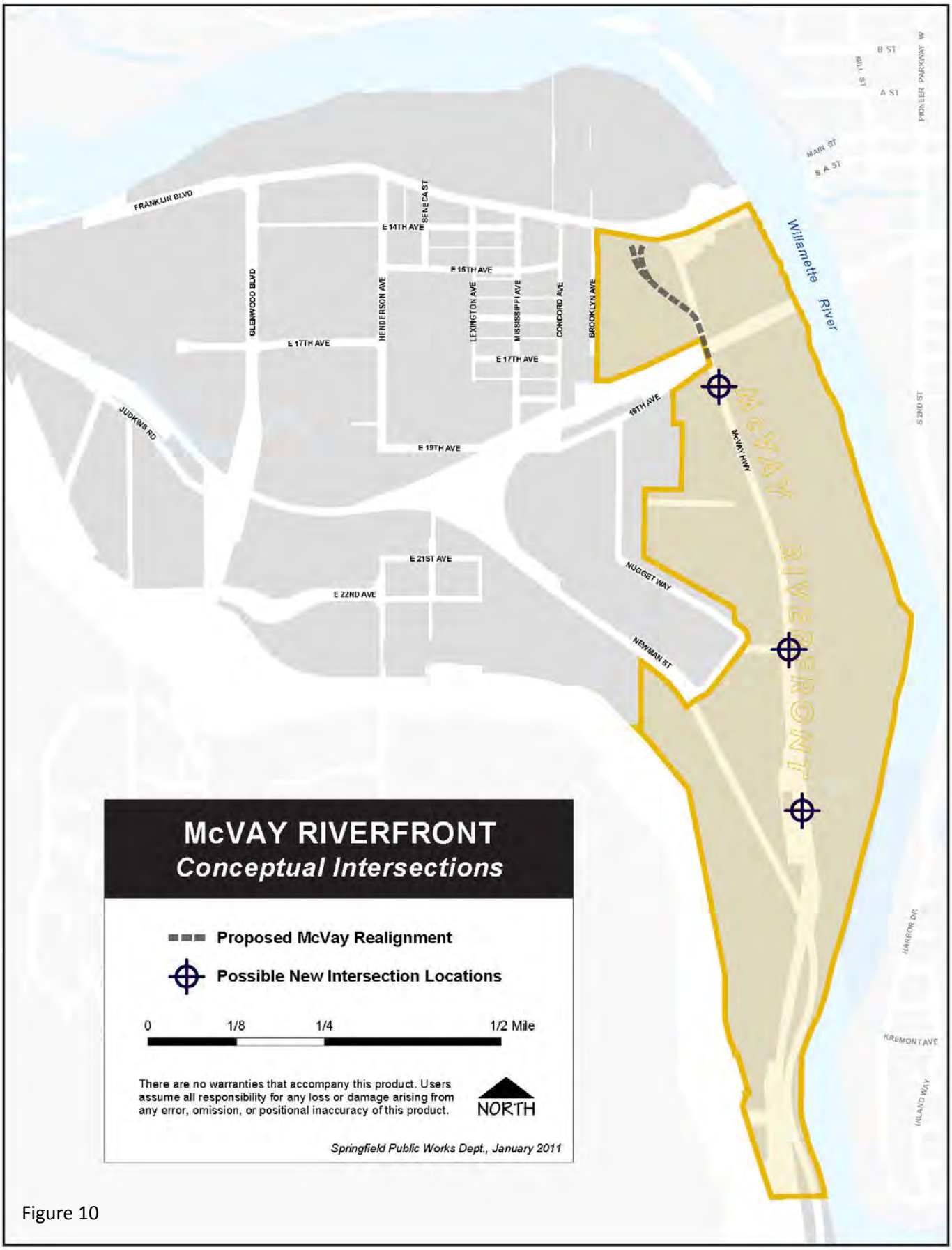


Figure 10

LANE COUNTY WILLAMETTE GREENWAY PLAN

lane county

I. INTRODUCTION

On February 27, 1980 the Lane County Board of Commissioners took the following actions:

A. Adopted the Greenway Comprehensive Plan which includes the following specific elements: (a) Findings, Goals, Policies and Recommendations; (b) the Recreation and Scenic Qualities Section; (c) the Aggregate Resource Section; (d) land use designations and Greenway Boundaries including proposed changes; (e) necessary modifications, corrections and errata; and (f) citing the Greenway Technical Report as supportive background data (Ordinance 783).

B. Adopted the Greenway Development Permit Ordinance (Ordinance No. 1-80).

C. Recommended to the LCDC with supportive findings that the boundary of the Willamette Greenway be moved within the following locations: (Ordinance No. 783).

1. Along Franklin Boulevard between Interstate 5 and the confluence of the Middle and Coast Fork be moved east to 150' from the ordinary low water line to coincide with the boundary for the City of Eugene;

2. Along the Emerald Valley Golf Course, Tax lot 200, 19-13-13, be moved 150 feet from ordinary low water line; and

3. Along the State of Oregon property known as tax lot 1500, 19-02-03, be moved to 150 feet from the ordinary low water line.

D. Recommended to the Land Conservation and Development Commission that consideration be given to supporting a legislative change to the Greenway Law to remove the Coast Fork from the Willamette Greenway (Ordinance No. 783).

E. Would administratively review, if necessary, the Greenway Plan by August 17, 1980 for purposes of identifying possible problems and applying, if necessary, corrections. (Ordinance No. 783)

In subsequent supportive action, the Board of County Commissioners completed the following:

1. Adopted Findings of Fact in support of recommended boundary changes and exclusion of the Coast Fork from the Willamette River Greenway Plan (Order 80-3-26-17); and

2. Amended Lane Code Chapter 13 (Land Divisions) to add new definition of "Boundaries Greenway" and referenced Greenway Boundaries and Greenway Development Permit requirements as required by Lane Code Chapter 10, Zoning (Ordinance No. 798).

The above identified Ordinance and Orders are available for review in the BOARD OF COUNTY COMMISSIONERS' OFFICE, 125 E. 8th, Eugene, OR 97401; phone 687-4203 or, toll-free, 1-800-542-6379. The Greenway Technical Report, Greenway Development Permit Ordinance, and copies of this Tabloid are available for review in the Lane County Planning Division office. All other adopted Comprehensive Plan Elements are found in this tabloid

FOR ADDITIONAL INFORMATION, CONTACT THE LANE COUNTY PLANNING DIVISION OFFICE, 125 E. 8th, Eugene, OR 97401; Phone 687-4186 or, toll-free, 1-800-452-6379.

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III. BACKGROUND

A. WHO ESTABLISHED THE WILLAMETTE GREENWAY PROGRAM.

The 1967 and, specifically, the 1973 Oregon State Legislatures acted to establish the Willamette River Greenway and set policies to guide its implementation through the Willamette River Greenway Law (ORS 390.310 to 390.368).

B. WHAT IS THE WILLAMETTE RIVER GREENWAY PROGRAM.

The Greenway Program is a cooperative state and local government program designed to maintain and enhance the scenic, recreational and historical qualities of the lands within the Greenway, while permitting the continuation of existing uses on private and public lands and providing special protection for agricultural uses. Private lands remain private; public use is not authorized by the Greenway Program.

C. DEFINITION OF THE WILLAMETTE GREENWAY ADVISORY COMMITTEE (WGAC)

In July 1976, the Lane County Board of Commissioners established the Lane County Willamette Greenway Advisory Committee (WGAC, a citizens committee) and directed that committee to assist the County in developing a Comprehensive Plan and Ordinance for lands within the Greenway Boundary. WGAC held 36 meetings that were open to the public and developed the majority of Findings, Goals, Policies and Recommendations adopted by Lane County.

D. DEFINITION OF THE WILLAMETTE RIVER FOR GREENWAY PURPOSES

The Greenway Law, specifically ORS 390.310(4), defines the Willamette River as including:

> "The Willamette River means that portion of the Willamette River including all channels of the Willamette River from its confluence with the Columbia River upstream to Dexter Dam and the Coast Fork of the Willamette River upstream to Cottage Grove Dam."

The Greenway Law has yet to be revised by the Legislature, therefore, the area definition of the "Willamette River" and its requirements must be complied with by DOT and local governments.

E. RELATIONSHIP TO CITY GREENWAY PLANS

The three major cities in the county affected by the Willamette River Greenway, Eugene, Springfield and Cottage Grove, have already adopted greenway boundaries which have received final approval from the LCDC. The City of Eugene's Willamette River Greenway Plan has also received acknowledgement of compliance with Goal #15.

The County Willamette River Greenway Plan depicts the boundaries adopted by these cities. However, the County plan does not provide detailed information concerning the Greenway programs for these cities. For more precise information concerning the location of boundaries within cities, information concerning publicly owned areas within cities and other details, people should contact the affected city.

F. CITIZEN INVOLVEMENT

Citizen involvement in developing the overall Greenway Program in Lane County included the following:

1. Public testimony received in 1971 and 1980 at meetings and hearings regarding thirteen Lane County legislative actions supporting, directly or indirectly, the overall Greenway Program.

2. The 36 open meetings held by Willamette Greenway Advisory Committee in developing the Greenway Plan adopted by the Board.

3. WGAC members appearing on television and participating in radio talk shows to explain the Greenway Program to the public.

4. WGAC float trips to educate and acquaint the Lane County Planning Commission and other citizens with the Willamette River.

5. The May 5, 1979 all day informational meeting held by WGAC in Harris Hall to explain the Greenway program.

6. The Planning Commission's six hearings between June and November, 1979. (Half the hearings were open to public testimony; others were closed for LCPC deliberation.)

7. The Board of Commissioners two public hearings held in February, 1980 to consider and adopt the Greenway Comprehensive Plan and Greenway Development Permit Ordinance.

Overall, since approximately 1973, there have been at least 80+ public meetings and hearings held in Lane County regarding development of the Willamette River Greenway program. Since 1976, alone, at least 40 meetings and hearings have been held.

G. BOUNDARY CHANGES

Criterion establishing the Boundary were taken from the following directives: the legislative Greenway Goal (ORS 290.318); the requirements of the LCDC Goal #15; the 1976 State Department of Transportation (DOT), Recreation Division's Guidelines; Lane County's 1976 Guidelines and Lane County's Greenway Plan. In recommending a boundary change, private individuals or public agencies would have to present findings with supportive evidence that the above criteria establishing the Boundary was applied incorrectly or new evidence and facts have been discovered that were not brought forward through previous boundary adjustments. Additionally, part of what goes into identifying sufficient reasons to change the boundary includes addressing the criteria: need for a change; alternatives; long term consequences of the change and compatibility with adjacent uses.

IV. IMPORTANT GREENWAY PRINCIPLES

A. Public use of private land is not authorized by the Greenway Law, Dot's plan nor Lane County's Greenway Plan.

B. The right of any person to float a boat on the Willamette river does not include the right to trespass on private property by foot or by vehicle to get to the Willamette River.

C. The Greenway boundary defines a planning area, it does not authorize public use of private land.

D. Not all lands within the boundary are to be acquired for park areas.

E. Existing uses may continue, however Goal #15 and Lane County's plan limit intensification and change of use on these lands in order to preserve primarily the natural, scenic, historical and recreational qualities of lands within the Greenway.

F. Lane County's boundary has generally been reduced to the minimum of 150' from the ordinary low water line in areas subject to farm use.

G. The Greenway Law, Goal #15 and Lane County's Greenway Plan recognize the importance of protecting and continuing farm use along the river.

H. Scenic easements cannot be acquired through condemnation on lands in farm use.

I. The majority of lands within the boundary are susceptible to inundation by either the 20-year and 100-year floodplains or annual flooding.

J. The Greenway is not a continuous corridor of public ownership. Due to physical limitations (erosion, flooding, etc.) and maintenance costs involved, a continuous transportation corridor along the river is not practicable nor economically feasible.

K. The majority of lands within the boundary consist of alluvial bottomlands and riverbed.

L. A scenic easement does not include public access to private property. The primary purpose of the easement is to protect the natural and scenic values along the river. Lands subject to scenic easement shall be assessed on the basis of the true cash value of the land less any reduction in value caused by the easement.

M. Intensive development (i.e., construction of roads, subsurface septic disposal fields, dwelling units) is generally restricted within the Greenway due to the following physical limitations: severe soil limitations for development; the majority of lands are susceptible to inundation by 20- and 100-year floodplains and annual flooding; and a significant amount of lands are susceptible to annual changes caused by river meandering.

N. Although the majority of upper terraced soils have an agricultural capability classification of I through IV, the majority of lands within the boundary have an agricultural capability classification of VIII, indicating they cannot support intensive agricultural activity.

V. FINDINGS, GOALS, POLICIES & RECOMMENDATIONS

I. INTRODUCTION

A. Greenway Introduction

1. Findings

a. "The Willamette River means that portion of the Willamette River including all channels of the Willamette River from its confluence with the Columbia River upstream to Dexter Dam and the Coast Fork of the Willamette River upstream to Cottage Grove Dam.

b. The 1967 and specifically the 1973 Oregon State Legislatures acted to establish the Willamette River Greenway through the Willamette River Greenway Law (ORS 390.310 to 390.368).

c. The intent and purpose of the Greenway Law:

To maintain and enhance the natural, scenic, recreational and historical qualities of land within the Greenway, while permitting the continuation of existing uses on private and public lands and providing special protection of agricultural uses.

d. The intent of Goal #15, the Willamette River Greenway Goal:

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

e. The Legislature directed that the Department of Transportation, in cooperation with local governments, prepare a Greenway plan. The Legislature and, more specifically, Goal #15 direct that Lane County incorporate a Greenway Plan into its comprehensive plans and implementation ordinances.

f. The 1973 Legislature delegated to the Land Conservation and Development Commission (LCDC) the responsibility to review and revise Greenway plans developed by DOT and local governments.

g. Lane County's commitment to the Greenway program is evidenced by (11) Planning Commission and Board actions.

h. The Board created the Lane County Willamette Greenway Advisory Committee (WGAC) and directed the committee to: (1) advise the Board and staff in conducting a study for the development and management of the Willamette River Greenway, (2) advise the Board concerning DOT's Greenway Plan, and (3) involve other citizens.

i. The majority of Findings, Goals, Policies and Recommendations in this technical report represent WGAC's work effort.

j. Primary reasons for the Greenway Program:

(1) Accommodate continued population growth, while preserving, conserving and protecting the River environment.

(2) to reorient our conceptual thinking and recognize the unique environmental character of the river.

(3) to manage land use activities along the River to sustain and maintain the river environment for future generations.

(4) Compliance with the Greenway Law and Goal #15.

k. The boundary was created by legislative Greenway Law and the line must enclose all lands situated within 150 feet from the ordinary low water line.

l. The boundary shall also include those lands that DOT and Lane County consider necessary to protect and preserve the natural, scenic and recreational qualities and historic sites along the river.

m. The Greenway boundary defines a planning area; it does not authorize public use of private land.

n. Not all lands within the boundary are to be acquired for park areas within the boundaries, and existing residential, commercial and agricultural uses may continue without restriction.

o. The Greenway boundary has evolved through five major phases and has been reduced substantially during at least three phases.

p. The Willamette River in Lane County is situated along the Willamette Valley bottomlands and is directly influenced by the following major tributary sub-basins of the upper Willamette River Basin: The Middle, Coast and Main Stem, including the McKenzie Sub-basin.

q. The Lane County Greenway Planning area contains 25 percent of the entire Willamette River system, which is indicative of more river miles (70+) and river bank miles (140+) than other counties through which the Willamette River flows.

r. The characteristics of the river directly influenced approximately 3,500 riparian owners, which is comparable to riparian ownership in the Portland Metropolitan Area.

s. The majority of Lane County's population (250,000) resides adjacent to or within close proximity to the river.

t. The Willamette River directly impacts on the Eugene-Springfield Metropolitan Area, where the majority of Lane County's population (equal to 70 percent or 182,000 individuals) resides.

u. The Willamette River provides a vast multiple resource base for utilization by Lane County residents and nonlocal citizens. The resource base includes, in general but not exclusively, the following natural and cultural resource elements: a unique water feature in both the urban and rural landscape; agricultural lands; aggregate resources; fish and wildlife habitat; recreation, historic and archaeological sites; scenic qualities; ecologically fragile areas and the urban landscape character.

v. The degree of future influences on the Willamette River can be identified in most cases from the growth patterns of population and its related impacts along the Willamette River.

2. Overall Greenway Goal

PROTECT, CONSERVE, ENHANCE AND MAINTAIN THE NATURAL, SCENIC, HISTORICAL, AGRICULTURAL, ECONOMIC AND RECREATIONAL QUALITIES OF LANDS ALONG THE WILLAMETTE RIVER AS THE WILLAMETTE RIVER GREENWAY.

3. Policies

a. Maintain and support continuation of existing uses within the Greenway Boundary.

b. Intensification and change of use of lands within the Greenway Boundary shall remain compatible with the protection, conservation and enhancement of the natural, scenic, historic, agricultural, economic and recreational qualities of the Willamette River Greenway Program.

c. Recognize that the Greenway consists of a multitude of resources and due to continued growth, 100 percent protection to all resources will never be realized.

4. Recommendations

a. Intensification and change of use shall reflect consideration of the following man-made elements: other affected riparian ownerships; security; recreation and scenic qualities; historic and archeological sites; existing and future land use and access.

b. Intensification and change of use shall be based on consideration of the impacts of the natural environment such as geomorphology and soils; floodplain and hydrologic characteristics.

c. Intensification and change of use shall reflect consideration of the impacts on the natural resources of the river such as agriculture, sand and gravel, riparian vegetation, fish and wildlife habitat and recreation potential.

d. Educate the public to the following:

(1) Within the boundary, existing uses are allowed to continue.

(2) Not all lands are to be acquired for park areas.

(3) The boundary defines a planning area; it does not authorize public use of private lands.

(4) By legislative law, the boundary must enclose all lands situated 150 feet from ordinary low water line.

(5) The boundary has been reduced in width substantially and in the majority of situations, the boundary extends up to one-eighth of a mile from the river.

II. SOCIOECONOMIC ENVIRONMENT

A. Economy and Population

1. Findings

a. Viable economic uses of the Willamette River and its adjacent lands include: sand and gravel resources, tourism and recreation, fish and wildlife and to a limited extent, agriculture and timber resources and possible other uses yet to be defined.

b. Although the upper terraced lands along the Willamette River support the agricultural industry, important to the local economy, the majority of lower terraced lands within the Greenway Boundary generally consist of alluvial bottomlands susceptible to flooding.

c. Recognition of the Willamette River Greenway in Lane County, combined with the recreational demands of future population growth, will broaden the recreational economic base of Lane County.

d. Although public investment in Lane County's reservoirs is substantial, they retained annually a substantial amount of recreation dollars in Lane County.

e. Increased recreational use, development demands along the river, excavating and harvesting of resources will encroach upon the economic viable fishing and wildlife habitat resources.

f. Economic trade-offs and compromise will have to be established because all resources and uses cannot be either preserved or conserved. Some are dissimilar to others while the public need could prioritize use of one resource over the other.

g. If allocated by the legislature, DOT can make grants (i.e., up to 50 percent of cost) available to assist local governments in acquiring lands or any interest in lands in the Greenway Boundary for public use such as recreational purposes or to assist in preserving and restoring historic sites, structures or facilities.

h. Historically, the majority of population growth in Lane County has settled along the Willamette Valley bottomlands adjacent to and within close proximity to the Willamette River.

i. Currently, over 80 percent of Lane County's population (221,600 individuals) resides along the Willamette Valley bottomlands and its smaller tributary basins along and within close proximity to the Willamette River.

j. The population of the Metropolitan Area substantially impacts on the river because the river bisects the Metropolitan Area where 70 percent of Lane County's population (182,800 individuals) is located.

k. Lane County population projections indicate an increase of 50 percent, or 127,000 individuals, for the year 2000. It is assumed that the increase in population will generally locate in the same area as the existing, due primarily to: (1) accommodating terrain features; (2) existence of major and minor arterial systems; (3) the County's coordinated growth concept; (4) the existence of urban services; (5) man-made controls of the river; and (6) the overall livability provided by Lane County and its cultural areas along the river.

2. Goal

MAINTAIN OR SUSTAIN POPULATION AND ECONOMIC GROWTH THAT IS COMPATIBLE WITHIN THE GREENWAY BOUNDARY.

3. Policy

Protect, conserve and preserve important economic uses such as, but not limited to, agriculture, sand and gravel, tourism and recreation, fish and wildlife, urban lands and timber within the Greenway.

4. Recommendations

a. Development evaluations and other land use decisions shall reflect consideration of economic uses (i.e., existing development and locational factors, agriculture, sand and gravel resources, tourism and recreation and fish and wildlife) of lands within or adjacent to the Greenway Boundary.

b. Seek funding from DOT to acquire lands or interests in lands within the Greenway Boundary for public recreational purposes without using condemnation procedures or to assist in preserving and restoring historic resources from willing property owners.

c. Seek federal funding assistance from the Heritage Conservation and Recreation Service.

III. NATURAL ENVIRONMENT

A. Geomorphology and Soils

1. Findings

a. The majority of lands in the Greenway are dominated by the Horseshoe Geomorphic surface, the lower of the two floodplain levels.

b. The Horseshoe Unit consists of alluvial bottomlands and riverwash. The Unit is susceptible to annual flooding and is considered the major river channel where rapid changes in the river environment occur.

c. The Lower Ingram Unit, the higher of the two floodplain levels of the river, is susceptible to a two percent or 20-year floodplain, while the Upper is subject to a one percent or 100-year floodplain.

d. A major portion of lands in the Boundary have an agricultural capability classification of VIII, indicating that they are not capable of supporting intensive agricultural activity.

e. The soils along both the Horseshoe and Ingram Units have severe limitations for development (i.e., subsurface sewage disposal field, dwellings and roads) primarily due to high water table, ponding and flooding.

f. The Ingram Unit, although not a primary land feature in the current Boundary, is dominated by soils with an agricultural capability classification of IIw, indicating they can support intensive agricultural activities.

g. The Boundary has generally been excluded from the agricultural lands along the Ingram surface.

h. The major land uses of the alluvial bottomland soils include: limited agricultural activity, gravel extraction, nonintensive recreational activity and wildlife.

2. Goal

RESPECT THE PHYSICAL LIMITATIONS OF LAND WITHIN THE GREENWAY.

3. Policy

Discourage development which jeopardizes human life and causes severe economic dislocation.

4. Recommendations

a. Discourage intensive development in the following areas: lands susceptible to 100-year floodplain; lands with severe soil limitations for development and lands along the alluvial bottomlands.

b. Maintain, protect, conserve and preserve the river's resource values (i.e., agriculture, sand and gravel, fish and wildlife, historic and archaeologic, scenic, riparian, vegetation and recreation) within the Greenway.

c. Maintain or sustain the alluvial bottomlands for rural uses such as agriculture, nonintensive recreation, fish and wildlife habitat and natural areas.

d. Redirect, limit, restrict or not allow nonintensive development (i.e., recreation) along the Lower Ingram and Horseshoe surfaces, especially in areas subject to physical hazards and only after consideration of the impacts on the natural resource base.

e. Conservation should include protecting and managing fragile river banks, sloughs, wildlife, vegetation and sensitive areas from damage caused by human use, including recreational activity.

f. Zoning along the alluvial bottomlands should be highly restrictive and discourage intensive development.

B. Floodplain

1. Findings

a. Flooding is a common and natural occurrence along lands adjacent to the Willamette River. The Main Stem, Coast Fork and Middle Fork of the Willamette River are all included in the 20- and 100-year floodplains.

b. Approximately 95 percent of the lands within the current Greenway Boundary are susceptible to flooding.

c. Generally, the 100-year floodplain in Lane County extends one-half to two miles beyond the Willamette River and the Greenway Boundary. The narrower 20-year floodplain generally extends beyond or coincides with the Greenway Boundary; however, limited exceptions are noted along the Coast and Middle Fork.

d. The majority of multiple resource activities (i.e., agricultural lands, potential and existing sand and gravel resources, river access points and existing state corridor lands and potential acquisition sites, public lands, scenic areas, riparian vegetation and timber resources and historic and archaeological sites) within the Greenway Boundary are susceptible to the 20-year or 100-year floodplains.

e. Lane County has the following Willamette River Greenway floodplain concerns:

(1) A floodplain management program is needed;

(2) Development in the floodplain should generally be compatible and floodproofed or removed prior to high water;

(3) The floodplain should be preserved and conserved for various forms of open space.

(4) The likelihood of flooding is one criterion for establishing the Greenway Program.

f. The floodplain is a major determinate of man-made activities along the Willamette River, however the floodplain protects and conserves those resource activities important to the river environment and the Greenway Program.

g. The Middle Fork and Coast Fork Rivers flow in relatively stable channels and their floodplains include less adjacent area than the Main Stem of the Willamette River.

2. Goal

MANAGE, CONSERVE AND PRESERVE THE FLOODPLAIN WITHIN THE GREENWAY FOR OPEN SPACE.

3. Policies

a. Reduce economic and social costs created by improper use of flood hazard areas, by restricting intensive development in those areas susceptible to annual flooding.

b. In those areas within the Greenway Boundary susceptible to annual flooding, floodproof landings, buildings or remove structures.

4. Recommendations

a. Site selection of recreation uses must take into account the degree of flooding anticipated since all low-lying areas will be subject to flooding.

b. Develop a 100-year floodplain ordinance for flood hazard areas within and along the Greenway Boundary.

c. Utilize existing County regulations and directives relative to flooding to control development along and within the Greenway Boundary.

d. Consider the impacts of the 20- and 100-year floodplain when evaluating development requests or land use proposals within or along the Greenway Boundary.

e. Conserve and preserve annual flooding areas for nonintensive open space uses such as agriculture, recreation, fish and wildlife habitat and natural areas, scenery, riparian vegetation and related timber resources, etc.

f. Consult the following floodplain maps when evaluating land use proposals or changes within the Greenway: (1) 1977 HUD 100-year Floodplain Maps; (2) Greenway soil maps and overlays (4" = 1 mile); and (3) Greenway floodplain maps 2 1/2" = 1 mile. The maps are available in the Planning Division.

C. Water Quantity

1. Findings

a. The major need along the Main Stem is to maintain sufficient flows for anadromous fish passage and for dilution of wastes from the Eugene-Springfield area downstream.

b. There are limited conflicts between water demands and minimum flow along the Middle Fork.

c. Present average flows within the Coast Fork sub-basin present problems for satisfying competing demands.

d. Population growth along the Willamette Valley bottomlands will result in increasing demands to release stored water.

2. Goal

MAINTAIN SUFFICENT WATER FLOWS TO SUPPORT WATER USES WITHIN THE GREENWAY.

3. Policy

Maintain sufficient water flows to support water uses such as municipal, agricultural industrial, natural resources (i.e., fish, aquatic life, wildlife) and recreation within the Greenway.

4. Recommendations

a. Implement a water use program that reviews consumptive uses of water.

b. Consider the impacts of consumptive uses of water (i.e., domestic, agriculture, industrial) and nonconsumptive uses (i.e., recreation and natural resources) when evaluating land use or development proposals on lands adjacent to the Willamette River.

c. Coordinate with the Army Corps of Engineers and State Water Resource Department in efforts of maintaining sufficient flows of water to meet consumptive and nonconsumptive demands and related quantity problems, especially along the Coast Fork.

d. Encourage sufficient flows along the main stem for anadromous fish passage and for dilution of wastes from the metropolitan area.

e. Maintain adequate flows along the coast fork.

f. Properly regulate stream flow so as to minimize bank erosion.

D. Water Quality

1. Findings

a. The Main Stem is degraded in the metropolitan area primarily due to bacterial loading and urban storm runoff.

b. The major water quality problem along the Middle Fork is turbidity below the reservoirs.

c. The Coast Fork is the most critical stream in the County regarding poor water quality and it supports the highest density of nonmetropolitan industrial activity in the area.

d. The Coast Fork exhibits several indicators of poor water quality such as high bacterial loading, turbidity and low DO (dissolved oxygen) levels. The pollution problems are more acute during the summer because of higher temperatures contributed to by sluggish flows.

2. Goal

SUSTAIN AND ENHANCE WATER QUALITY IN THE GREENWAY.

3. Policy

Prioritize water quality management controls along the Coast Fork and the Main Stem, especially in the Metropolitan area.

4. Recommendations

a. Advise DEQ of water quality problems and sources along the Willamette River, specifically along the Coast Fork.

b. Support DEQ in increased surveillance and monitoring of discharge permits along the river specifically along the Coast Fork.

c. Development evaluations for residential, commercial, industrial or recreation shall take into consideration the impacts upon water quality.

d. Consider land use controls such as: (1) maintaining vegetative buffer strips, (2) maintaining open space, (3) possible increases in setbacks, (4) rezoning for site preservation, (5) encouraging growth where public facilities are available, (6) site drainage plans, for maintaining or improving water quality.

e. Drainage projects within the Greenway boundary should occur only after consideration of the need to protect, maintain or conserve the natural scenic, historical, agricultural, economic and recreational qualities of lands along the river.

E. Water Pollution

1. Findings

a. Significant sources of water pollution that occur along the Main Stem include: domestic and industrial wastes; septic tank seepage, including intermittent pollution from landfill sites; and sand and gravel operations. The metropolitan area is the major source of pollution.

b. Overall, there are few pollution problems within the Middle Fork sub-basin; however, sources of pollution noted included: industrial waste discharges in the vicinity of Jasper; septic tank seepage into tributaries of the Middle Fork near the areas of Jasper and Dexter; and intermittent sand and gravel operations at the confluence of the Main Stem.

V. FINDINGS, GOALS, POLICIES & RECOMMENDATIONS

c. Of the major streams in Lane County, the Coast Fork is the most adversely influenced by man's activities. Major pollution sources along the Coast Fork include: industrial wastes in areas near Cottage Grove, Saginaw, Creswell and along Row River; agricultural and timber land runoffs; septic tank seepage in Saginaw and along Row River. Intermittent sources included the landfill sites in the vicinity of Cottage Grove and Creswell and sand and gravel operations.

2. Goal

MANAGE AND CONTROL WATER POLLUTION SOURCES WITHIN THE GREENWAY.

Policy

Develop land use techniques for controlling and managing pollution sources.

Recommendations

a. Advise DEQ of current and potential pollution sources from lands adjacent to the Willamette River.

b. Consider the impacts from the water pollution sources such as: domestic and industrial wastes; agricultural and timber land runoff, septic tank seepage, gravel operation and other intermittent pollution sources when making land use decisions or evaluating development proposals for lands in the Greenway Boundary.

c. Place priorities on managing pollution sources in both the metropolitan area and along the Coast Fork.

d. Closely evaluate land use and development proposals for lands along the Coast Fork, specifically in areas adjacent to or within Cottage Grove, Creswell, Goshen, Saginaw and along the Row River in an effort to control pollution.

e. Support the construction of municipal waste treatment facilities to accommodate population growth.

f. Encourage sanitary districts to deal with local pollution control problems beyond established urban growth boundaries.

g. Investigate financial incentives for industry to install needed waste treatment facilities.

F. Urban Runoff

1. Findings

a. Urban storm runoff poses water quality problems for the Willamette River primarily in the metropolitan area and similar high density areas along rural portions of the river.

b. Commercial, industrial and street uses produce the greatest buildup of contaminants; however residential and open space areas also contribute significant contaminants to the river.

c. Urban runoff from rural lands to the Willamette River is probably minimal due to scatteration of development, the overall open space character of rural lands and the existence of vegetative cover.

d. Runoff from rural lands is likely to occur at specific streamside locations on smaller tributaries and in urbanized areas such as Cottage Grove, Glenwood and the River Road-Santa Clara area.

e. Management strategies for controlling urban runoff could include: runoff control criteria; detailed drainage plans; updating site review procedures to reflect various control mechanisms; public awareness programs and zone changes for site preservation.

2. Goal

CONTROL AND MANAGE URBAN STORM RUNOFF IN THE GREENWAY.

3. Policy

Control urban storm runoff in urban areas and along the Coast Fork.

4. Recommendations

a. Consider developing and implementing drainage or vegetative control ordinances.

b. Support DEQ in eliminating the discharge of industrial pollutants into the mainstream and especially along the Coast Fork.

c. Support DEQ in requiring drainage and runoff control ordinances for urban areas along the river.

d. Consider management strategies such as requiring detailed drainage plans, vegetative buffers, open space between river and development, rezoning for site preservation or catchment areas of high infiltration when evaluating development or land use proposals.

VI. NATURAL RESOURCES

A. Agricultural

1. Findings

a. The agricultural industry is important in maintaining the economic stability of Lane County; however, a significant amount of lands in the Greenway boundary are not capable of supporting intensive agricultural activity.

b. Both the Greenway law and Goal #15 recognize the importance of protecting and continuing farm use along the Willamette River.

c. Lane County's comprehensive plans and zoning programs rocognize and support continuation of agricultural activity along the river.

d. Generally, a significant amount of land within the Greenway Boundary consists of lower terraced lands with an agricultural capability classification of VIII, indicating they cannot support intensive agricultural activity.

e. A significant amount of lands in or adjacent to the Greenway Boundary are not on farm deferral.

f. The river's riparian vegetation assists the farmers by mitigating flooding and erosion problems and discourages trespass.

g. Trespass and vandalism have been identified by farmers as a major Greenway problem.

h. Regardless of public exposure to the State's Greenway Program, increased incidents of vandalism and trespass will be noted along the river, primarily due to our significant increase in population growth, and the public's corresponding need for recreation.

i. The Greenway Program in Lane County offers several mechanisms for controlling trespass and vandalism of private property.

j. Lane County's Greenway Boundary has been reduced substantially to exclude agricultural lands.

2. Goal

MAINTAIN FARM USE AS AN ESSENTIAL ACTIVITY WITHIN THE GREENWAY BOUNDARY.

3. Policies

a. Protect, preserve and conserve farm lands with agricultural capability classifications I, II, II and IV within the Greenway.

b. Protect zoned agricultural land from noncompatible uses.

c. Zoning shall allow recreational uses only if they would not substantially interfere with the long-term capability of the land for farm use.

d. Acquisitions for Greenway purposes must be consistent with non-interference or interruption of farm uses.

e. Recognize that DOT cannot condemn for a scenic or use easements on lands devoted to farm use; however, easements may be given by owners of lands being used for farm purposes.

f. Protect water rights and access to the river for irrigation purposes.

4. Recommendations

a. Educate the public, through state and local promotional programs, to the following Greenway concepts:

(1) The Greenway Program does not allow trespass on private property.

(2) The importance of preserving, conserving or protecting agricultural land is recognized in the Greenway law, Goal #15 and in adopted Lane County land use plans along the Willamette River.

(3) Although the upper terraced soils along and within the Greenway Boundary are indicative of soils, with an agricultural capability classification of I through IV, the majority of lands within the Boundary have an agricultural capability classification of VIII, indicating they cannot support intensive agricultural activity.

(4) The Greenway Program at the State and County levels currently provides methods for controlling and managing trespass and vandalism.

(5) Scenic easements cannot be acquired through condemnation on lands in farm use.

b. Encourage private property owners to apply for farm deferral, open space deferral, or to give a scenic or use easement.

c. Encourage maintaining riparian vegetation along the river to assist, where appropriate, in protecting agricultural land and to deter incidents of trespass and vandalism.

d. Zone farmlands with agricultural capability classifications I, II, III and IV Exclusive Farm Use.

B. Sand and Gravel

1. Findings

a. In the metropolitan area, sufficient acres of sand and gravel resources have been designated in various land use plans (1990 Plan, Willamette-Long Tom, Lower Middle Fork and Mohawk-Camp Creek Subarea Plans) and zoned to meet projected demand through the rest of this century.

b. Adopted land use plans (i.e., Willamette-Long Tom, Coast and Middle Fork, and 1990 Plan) recognize sand and gravel as a unique resource of the Willamette River and support preserving or conserving its use subject to considerations of the competing river uses (e.g., recreation, fish and wildlife habitat, scenic qualities, agriculture, etc.).

c. There is a need for sand and gravel resource study in both the metropolitan and rural areas of Lane County.

d. The majority of aggregate resource activity occurs along the Main Stem, followed by the Middle and Coast Forks.

e. Water pollution is an impact of aggregate extraction upon the Willamette River. Other impacts include noise and air pollution.

2. Goal

MAINTAIN SAND AND GRAVEL RESOURCE LAND; EXTRACTION AND PROCESSING AS AN ESSENTIAL ACTIVITY WITHIN THE GREENWAY.

3. Policies

a. Active and zoned sand and gravel extraction and processing sites should be protected from noncompatible land uses.

b. Ensure that areas designated for aggregate extraction and reuse land be planned for interim, (prior to extraction) transition and second use utilization as well as extraction.

c. Encourage the use of advanced mining and processing practices that take into account the needs of the public for economic material as well as enhancement of the overall Greenway Program.

d. Encourage reclamation practices that will contribute to a higher residual value for depleted resource lands thereby benefiting the environment of both the community and the river.

e. Protection of the sand and gravel resource should be an important Greenway purpose, however a balance should be achieved between sand and gravel extraction and conflicting uses.

f. Encourage point bar removal by means of temporary access points where feasible.

g. Extraction within and along both the Main Stem and Middle Fork should be based upon a thorough examination of the proposed site due to the importance of spawning beds.

h. Encourage cooperation between local and state officials in efforts to develop a program that will allow extraction of known or potential sand and gravel resources.

4. Recommendations

a. Conduct a sand and gravel study in conjunction with the industry for the rural portions of Lane County.

b. Insure that resource areas are not committed to uses that would preclude future aggregate extraction.

c. Coordinate and manage sand and gravel extraction for both economic and Greenway benefit. Extraction of gravel should be based upon plans which consider effects on water quality, fish, wildlife, vegetation, bank stabilization, stream flow, visual quality, noise, safety and potential future use of the area.

d. Encourage good rather than poor resource management techniques that benefit economic returns and environmental quality.

e. Emphasize and utilize Lane County's existing regulations, ordinances and Goals and Policies regarding extraction of aggregate resources.

C. Vegetative Resource

1. Findings

a. A narrow, continuous line of natural, riparian vegetation extends along both banks of the Willamette River.

b. A very small percentage of agriculturally-productive land actually borders the river.

c. Willamette River Greenway boundaries coincide with lower flood terraces and thus vegetation is mostly representative of vegetation found on alluvial bottomland.

d. Natural riparian vegetation provides a habitat for wildlife, food and shade for fish populations and controls trespass on private property.

e. Natural riparian vegetation anchors riverbank soils and protects agricultural land from seasonal and annual erosion.

f. Lane County's current Greenway Conditional Use Permit process requires maintaining riparian vegetation adjacent to the river.

g. The Forest Practices Act does not regulate scenic or aesthetic concerns of vegetative resources in the Greenway Boundary.

2. Goal

PROTECT, CONSERVE AND PRESERVE RIPARIAN AND OTHER IMPORTANT VEGETATION AS AN ESSENTIAL RESOURCE WITHIN THE GREENWAY.

3. Policies

a. Protect vegetation resources which are identified as having unique recreational, aesthetic, scientific or wildlife habitat values. Encourage acquisition of these areas or obtain a protective scenic easement.

b. Encourage the reestablishment of vegetative cover as part of the land development process.

c. Conserve the rural character of the river bank as a primary objective within the Greenway.

4. Recommendations

a. Maintain or sustain riparian vegetation along the river for the following reasons: to provide habitat, food and shade for wildlife, to maintain scenic qualities; to anchor river bank soils and protect agricultural land from seasonal and annual erosion; controlling trespass on private property and pollution sources to the river.

b. Use riparian vegetation to protect areas sensitive to human use.

c. Riparian vegetation should be used along the river bank in areas with inadequate vegetation.

d. The river channel should be as unregulated as possible using vegetation to protect river banks; however, recognize that certain banks do need additional protection such as riprap.

D. Fish and Wildlife

1. Findings

a. The meandering course of the river through the productive Willamette Valley has created excellent wildlife habitat. Gravel bars, backwaters, islands, riparian vegetation, streambed woodlands and sloughs are essential components of this unique ecosystem.

b. Waterfowl (i.e., mallards, teal, wood ducks) use occurs along the entire Willamette River system, with the heaviest use noted from November to March.

c. Beaver are the most common fur-bearing species found along the Willamette River; others include nutria, mink, racoon, river otter and muskrat. Except for the Middle Fork, deer population is limited along the river.

d. The majority of Nature Conservancy sites consist primarily of heron rookeries.

e. Most fish and wildlife sites and Nature Conservancy sites along the river are located in the Greenway Boundary.

f. The river in Lane County supports an abundance and variety of fish life.

g. There are 15 developed and undeveloped boat access points to the river; however, the state is proposing at least three additional access points.

h. Lane County has the following concerns about fish and wildlife:

(1) Wildlife habitat should be considered when developing the Greenway Boundary.

(2) Identify (but not necessarily publicize) and conserve areas of outstanding fish and wildlife value.

(3) Land use decisions and management programs should consider conservation of fish and wildlife resources.

i. Lands within and along the Greenway are capable of supporting wildlife habitat now and in the future.

2. Goal

PROTECT, PRESERVE OR CONSERVE IMPORTANT FISH AND WILDLIFE HABITATS AND NATURAL AREAS WITHIN THE GREENWAY.

3. Policies

a. Identify but do not necessarily publicize and conserve areas of outstanding fish and wildlife value.

b. Consider fish and wildlife habitat and natural areas within the Greenway as a factor in land use decisions and management practices in order to minimize adverse effects.

4. Recommendations

a. Advise and seek assistance from the Nature Conservancy organization regarding development proposals (i.e., intensive or nonintensive) within or near identified Nature Conservancy sites.

b. Refer to TABLE 7, Nature Conservancy Sites Along the Willamette River in Lane County, within the Greenway Technical Report, when considering and evaluating land use proposals within the Greenway.

c. Advise and seek assistance from the State Fish and Wildlife Department when evaluating land use proposals within the Greenway.

d. Utilize detailed overlay maps, scale 1" = 2 1/2 miles, in the Lane County Planning Division Office to identify important fish and wildlife habitat sites and Nature Conservancy sites within the Greenway in Lane County.

e. Redirect or discourage detrimental actions (i.e., intensive or nonintensive) in areas containing scientific and ecologically significant natural features and fish and wildlife habitat areas.

f. Support construction of new boat access points identified by the State Department of Fish and Wildlife and improve other sites.

g. Recognize and accept the fact that lands within and along the Greenway Boundary represent a continuous corridor capable of supporting wildlife now and in the future.

h. Protect, conserve or preserve streamside riparian vegetation for both food and cover for wildlife.

V. MAN-MADE ENVIRONMENT

A. Land Use

1. Findings

a. Over one-half (54%) of the river bank miles adjacent to the Willamette River are in 20-acre zoning designations such as Exclusive Farm Use (EFU-20 acre minimum) and Farm Forestry-20 (FF-20).

b. Industrial zoning accounts for 5% of the total 138+ river bank miles, commercial, 1/2% and residential, 21%.

c. Almost 70% of the Main Stem is in Exclusive Farm Use zoning, while Farm Forest 20-acre minimum accounts for 56% along the Middle Fork and 41% along the Coast Fork.

d. Currently, approximately 59% of the lands adjacent to the river are in private ownership while 41% are in public ownership.

e. The essence of the Greenway Plan is a conceptual reorientation to the existence of the river and the recognition of its numerous resource capabilities.

f. Development within and along the Boundary will be limited, reduced or restricted due to the existence of physical limitations (i.e., flooding, soil limitations and other natural river constraints); the natural resources within the Boundary; the adopted Comprehensive Land Use Plans along the river; and the County's coordinated growth concept.

g. It is important that development have within its conceptual design a recognition or orientation to the river's unique environment.

h. Lands within the Boundary that are not susceptible to physical constraints are few and are generally located in areas of elevated natural levees, along former channels and man-made fills for roads, railroads, bridges or dwellings.

i. The existence of the following major natural resources within and along the Greenway Boundary will limit, redirect or restrict development: riparian vegetation, wildlife habitat, limited agriculture, sand and gravel, historic and archaeologic, recreational and scenic.

j. There are several areas along the river where growth (e.g., residential, commercial, industrial, recreational, etc.) will occur.

k. As Lane County's population grows, it will impact on the Willamette River, because the majority of the population growth areas in the County are located within close proximity or adjacent to the river. The river "cleanses" itself continually; however, population growth and permanent land use activities along the river have a long-term impact upon the river environment.

2. Goal

PERMIT THE CONTINUATION OF EXISTING USES; HOWEVER, LIMIT THE INTENSIFICATION AND CHANGE OF SUCH USES TO INSURE COMPATIBILITY WITH THE GREENWAY GOAL.

3. Policies

a. Maintain and support continuation of existing intensive and non-intensive uses within the Greenway Boundary, such as agriculture, residential, commercial, industrial and recreational.

b. Intensification and change of use of lands within the Greenway Boundary shall remain compatible with the protection, conservation and enhancement of the natural, scenic, historic, agricultural, economic and recreational qualities of the Willamette River Greenway Program.

c. Encourage a river-related mixture of industrial, commercial, residential and public land uses where appropriate in the Greenway.

d. Soil types should indicate that major land uses within the boundary should include: limited agricultural activity, sand and gravel, recreation and wildlife resources.

e. In instances where a public agency has acquired productive farmlands or other resource lands as long range reserve for recreational use, if possible, such property should be leased back for agricultural or other resource use until it is required for public purposes.

4. Recommendations

a. Development shall occur in the following areas: lands committed to urban use and containing economic developmental and locational factors that recognize and support development; other lands that are designated for development in adopted comprehensive plans and zoning ordinances, and only after considering the Goals, Policies, Findings and recommendations of the Willamette Greenway Advisory Committee (WGAC).

b. Development within identified growth areas shall have intrinsic within its conceptual design a recognition or orientation to the river's unique environment.

c. Restrict development and recreational use in areas sensitive to human use.

d. Development should be limited, redirected, restricted or not allowed only after considering and evaluating its impact on the natural resources (i.e., riparian vegetation, wildlife habitat, agriculture, sand and gravel, historic and archaeologic, recreation, scenic values) within and along the Greenway Boundary.

V. FINDINGS, GOALS, POLICIES & RECOMMENDATIONS

e. Protect and conserve activities such as agriculture, non-intensive recreation, sand and gravel extraction and wildlife habitat within and along the Greenway Boundary.

f. Encourage release of public lands of comparable value to offset acquisition of private lands for public use.

g. Development shall be directed away from the river to the greatest degree possible.

h. Ensure that the Greenway Rural Urban Boundary coincides with the Urban Service Boundaries for both the Eugene-Springfield metropolitan area and the City of Cottage Grove.

i. Recognize and support the fact that the Greenway Program is cited to varying degrees within the adopted land use plans along the river.

j. Encourage urban areas to acquire continuous river frontage for public access and recreation development.

k. Allow commercial development only if it is specifically river oriented.

l. New zoned industrial development shall be limited for water-dependent uses and should not distract from the natural scenic and environmental quality of the Greenway.

B. Riparian Rights

1. Findings

a. Although the Main Stem is considered navigable, a significant amount of riparian ownership and rights extend to the ordinary low waterline.

b. If the rule regarding the effects of avulsive river changes upon property ownership is followed, the loss of portions of the bed of the Willamette through avulsive river change is potentially possible. In essence, every time an avulsion occurs and the river cuts a new channel across some private property, the owner of that property becomes the owner of the riverbed.

c. Although the state may lose ownership of portions of the riverbed through sale, grant or avulsion, the public right-of-way cannot be alienated.

d. The navigability of both the Coast and Middle Forks has yet to be determined by the state.

e. Accretion is a process of gradual and imperceptible additions of alluvial materials to lands bordering on body of water.

f. Reliction is the gradual erosion of riparian land.

g. Avulsion is the sudden and visible loss or addition to land, or a sudden change in the bed or course of the stream.

h. The waters of the Willamette are owned by the public; therefore, the public has a right to float the Willamette River in a canoe or power boat, etc., even though the underlying bed might be privately owned.

i. The right of any person to float a boat on the Willamette does not include the right to trespass on private property by foot or by vehicle to get to the Willamette River.

2. Goal

RESPECT THE RIGHTS OF RIPARIAN PROPERTY OWNERS WITHIN THE GREENWAY.

3. Policy

Provide and encourage use of public lands within the Greenway.

4. Recommendations

a. Educate riparian owners and the overall general public to the following:

(1) The public has full rights to use the waters of the Willamette River for floating, boating and recreation activities.

(2) The right of the public to use the waterways does not include the right to trespass on private property by foot or vehicle to get to the stream.

(3) The riparian owner cannot interfere with navigation.

b. Contact the Division of State Lands for further information regarding riparian ownership and rights, navigability, accretion-reliction and avulsion, ownership of the riverbed and public use of the waterways, especially along the Coast and Middle Forks.

c. Development evaluations on land adjacent to the Main Stem should understand that the riparian owners have generally the following rights:

(1) The right of access to the water.

(2) The right to build a wharf out to the line of navigation (harbor line) providing the property is within the boundaries of an incorporated city or within a port district, and provided it does not interfere with navigation (i.e., not applicable in Lane County).

(3) The right to take lease of state-owned submerged and submersible lands fronting riparian lands.

C. Greenway Security

1. Findings

a. Regardless of the interim impact of the Greenway Program, the major problems of property owners along the river can be attributed to continued population growth.

b. State and County law enforcement agencies say that trespass and vandalism problems are not unique to the Greenway, because they are occurring at increased rates at all levels of society.

c. Evidence of mechanisms being used for controlling trespass and vandalism and for providing additional security for lands within and along the river in Lane County include:

(1) WGAC's preliminary Greenway policy statements:

(a) Encourage adequate public access to the river in efforts to reduce trespass on private lands.

(b) Consider appropriate levels of police protection in those areas subject to public use.

(c) Provide an appropriate level of fire protection in the Greenway.

(2) WGAC's requests:

(a) For additional police security.

(b) Greenway promotional programs emphasize that trespass on private property is against the law.

(3) The current security provided on a priority basis by the Sheriff's Office and the County's planning efforts of maintaining large acreage parcels along the river, indirectly controlling access to land from the river.

(4) DOT's security programs and methods:

(a) Monitoring and recording incidents of trespass and vandalism.

(b) Making "no trespassing" signs available to private property owners.

(c) Providing recreational guides and signs identifying public property.

(d) Designating some acquisition sites for access from the river only.

(e) Design criteria that maintain vegetation buffers between public and private property.

(5) The County, DOT and LCDC all stress no trespassing on private property.

(6) Agency efforts of encouraging use and improvement of existing access points to decrease indiscriminate trespass that results from inability to obtain legal access.

(7) Recognition of the concept of maintaining riparian vegetation for controlling trespass.

2. Goal

DEVISE SECURITY AND MANAGEMENT PROGRAMS PRIMARILY TO CONTROL VANDALISM AND TRESPASS WITHIN THE GREENWAY.

3. Policies

a. Encourage adequate public access to the river in efforts to reduce trespass on private lands.

b. Provide appropriate levels of police protection in those areas subject to public use.

c. Encourage additional police security for private and publicly owned lands within the Greenway.

4. Recommendations

a. Recognize the following major facts about security relative to private and public property within the Greenway Boundary:

(1) Major problems of property owners along the river can be attributed to continued population growth regardless of the interim impacts of the Greenway program.

(2) Trespass and vandalism problems are not unique to the Greenway program, because they are occurring at an increased rate at all levels of society.

(3) Support and emphasize that trespass on private property without the property owner's consent is against the law.

b. Encourage maintaining riparian vegetation along the river to deter trespass.

c. Encourage development of existing public access points to control and deter trespass and vandalism of private property.

d. Encourage and support development design criteria that maintains vegetation buffers between public and private property.

e. Emphasize through public education programs that trespass on private property without the owner's consent is against the law.

f. Budget at both the County and state level for additional police security for private and owned lands in the Greenway.

g. Investigate a user's fee on boats and floating devices to generate funds for additional police security for private and public lands in the Greenway.

h. Provide an appropriate level of fire protection in the Greenway.

i. Consider and respect agricultural uses of waterways, such as irrigation and pumping installations.

j. Reinforce existing local and state fire protection regulations where applicable in the Greenway.

k. Encourage use of DOT's Willamette River Greenway Vandalism Report for recording and to assist in monitoring incidents of trespass and vandalism (i.e., copies are available from the State Department of Transportation and the Lane County Sheriff's Office).

Recreation and Scenic Qualities

1. Findings

a. There are 44 improved and unimproved public recreation sites within the Greenway Boundary in the unincorporated portions of Lane County. Upland access to the river is provided by 31 sites, while 13 sites are accessible by the river only.

b. The majority of recreation sites are along the Main Stem (17), followed by the Coast Fork (15) and the Middle Fork (12).

c. Currently, there are 29 river bank miles (equal to 20 percent of the entire 138 river bank miles in Lane County) in some form of recreation use. Potential recreation river bank miles could amount to 58, or 42 percent of the entire river bank miles.

d. Approximately 33 percent of the river bank along the Middle Fork is in current recreation use, followed by the Coast Fork, 27 percent and Main Stem, 16 percent.

e. There are 15 public boat ramps along the river and the State Department of Fish and Wildlife recommends that three additional boat ramps be developed on public property.

f. If DOT were to purchase all land identified for acquisition, an additional 2,985 acres, equivalent to 30 river bank miles, would be added to the existing recreation land base in the Greenway.

g. The Willamette River environment within the Greenway Boundary can be considered as a continuous scenic corridor.

h. A scenic easement does not allow public access and its basic purpose is to preserve, protect or conserve the values of the land in terms of its natural resource, scenery, cultural or historic significance and recreation potential.

i. The Lane County Parks and Open Space Division supports development of a landscape control program to assist in evaluating development proposals for land along the river in efforts of maintaining and enhancing the river's unique qualities.

j. Although Lane County agrees with the intent and purpose of DOT's acquisition program and use classifications, the County reserves the right in the future to review again when DOT implements their acquisition program, totally or by site, the use classifications and lands to be acquired to insure compatibility with other river resources and other County goals and policies.

2. Goal

MAINTAIN RECREATION AS AN ESSENTIAL ACTIVITY AND RESOURCE WITHIN THE GREENWAY.

3. Policies

a. Protect, conserve or preserve the scenic and recreational qualities of the lands within the Greenway Boundary.

b. Public recreation use areas shall be located in or near the more populated urban areas and shall emphasize access to the river.

c. The sensitivity of lands within the Greenway shall determine the level of human activity.

d. Recreation development shall include a variety of river-oriented opportunities in urban areas but shall be limited in rural areas to those river-oriented recreation uses that are compatible with the sensitive character of the river and other important resources.

e. Consider and minimize the possibility that public recreation use might disturb adjacent private property owners.

f. Scenic easements shall not be acquired through the exercise of the power of eminent domain on lands in farm use.

g. Control vehicle access to the river.

h. Zoning provisions shall allow recreational uses on lands to the extent that such uses would not substantially interfere with the long-term capacity of the land for farm use as defined in ORS 215.203.

i. Consider and adopt policies that would not hinder the physically handicapped from using public recreation facilities within the Greenway boundary.

4. Recommendations

a. Encourage land owners to apply for Scenic Easement or Open Space Deferral for lands within the Greenway Boundary.

b. Review and evaluate all requests for land use changes, rezonings and proposals for land acquisition, use classifications and development proposals for recreation purposes within the Greenway Boundary to insure compatibility with other river resources (e.g., agriculture, fish and wildlife, natural and ecologically fragile areas, scenic qualities, riparian vegetation, etc.) and other applicable County directives.

c. Support the State Department of Fish and Wildlife in developing three additional boat ramps along the Coast and Middle Forks.

d. Develop educational programs to inform the public about scenic and use easements and special assessment for lands designated Open Space land.

e. Develop and promote recreation guides, brochures or educational programs at the local and state level to encourage use of public recreation facilities along the Willamette River.

f. Impacts of motorized vehicles on the Greenway should be minimized. However, access for vehicles should be provided at designated places where the level of human activity is least destructive to the river environment and private property owners.

g. Scenic areas should be protected from intensive recreation use.

h. Orient urban river banks to the river by providing public access, pathways and intensive or nonintensive recreation areas.

E. Historic and Archaeologic

1. Findings

a. The Willamette River has historically played a major role in the development of Lane County and has helped to determine transportation and communication systems, as well as settlement patterns.

b. Historically, the majority of population growth has settled along the Willamette Valley bottomlands adjacent to and within close proximity to the Willamette River.

c. There are 19 known archaeological sites along the banks of the Willamette River. The majority are within the Greenway Boundary.

d. Historic and archaeological sites should not be exposed to the public for the following reasons:

(1) Degradation by the public and particularly those in public agencies, knowing where the sites are located.

(2) The legal implications involved in identifying sites on private property.

2. Goal

PROTECT SIGNIFICANT HISTORIC RESOURCES WITHIN THE GREENWAY.

3. Policy

Evaluate and further substantiate the historic significance of historic sites within the Greenway boundary.

4. Recommendations

a. Preserve, restore and make accessible where possible historic and archaeological sites within the Greenway Boundary, when consistent with preserving other river resources, the rights of that property owners and the sites themselves. However, sites identified could be purchased and preserved by the public for the public but not by condemnation proceedings and the County will discourage the acquisition by DOT for scenic purposes.

b. Seek funding sources from DOT and other agencies to assist in preserving and restoring historic sites, structures or facilities.

c. Encourage and support compatible economic use of historic sites or structures within the Greenway.

d. Advise and seek assistance from the Lane County Museum Director and the State Historic Preservation Office concerning disposition of identified historic resources within the Greenway.

F. Access

1. Findings

a. It is probable that additional bridge crossings will be required in the Greenway in the future.

b. Bikeway systems providing in certain locations river access are encouraged and emphasized in the Metropolitan Area.

c. Due to physical constraints and maintenance costs, a continuous transportation corridor along the Willamette River, especially in rural areas, is not currently contemplated.

2. Goal

CONTROL THE EXTENT AND LOCATION OF ACCESS TO THE RIVER AND ITS BANKS.

3. Policies

a. Control and clearly designate public access points to the river.

b. Achieve an integrated system of safe river landings, hiking trails, bicycle paths and public roads extending in and out of the Greenway at strategic locations.

c. Develop a Greenway access plan that emphasizes a limited number of access points each with improved facilities, good roads and high visibility connectors.

d. Emphasize public access to the river in the metropolitan area and other urban areas while discouraging upland access in rural areas.

e. Measures should be taken to minimize disturbance to private property.

f. Implement programs to ensure and eliminate trespass and vandalism on private lands and destruction of ecological fragile areas.

4. Recommendations

a. Public lands shall serve as primary access to the river if land sensitivity permits.

b. New major highway and railroad routes should be located outside the Greenway Boundary, except for necessary bridge crossings.

c. Evaluate all bridge crossings through Lane County's Greenway permit process.

d. Access to the river, especially in the rural area, should be predicated on protecting sensitive land from high levels of human activity.

e. Consider and minimize to the greatest degree possible that public access might disturb adjacent property owners.

f. Encourage river access in rural areas in opposition to upland access.

g. Encourage public restroom facilities at each access point.

NOTES

VI. RECREATION & SCENIC QUALITIES

This section includes the following items: (1) Recreation Sites Inventory; (2) State Greenway Corridor Lands; (3) Scenic Easements Guidelines and (4) Acquisition Areas.

RECREATION SITES INVENTORY

Table I lists and provides other related characteristics of public reacreation sites along the Willamette River in Lane County. Overall, there are 44 sites and all sites are within the Greenway Boundary; however, a portion of the Short Mountain site along the Coast Fork extends to the west beyond the boundary. The amount of recreation sites by public ownership include: State Greenway Corridor Sites, 21; Lane County, 17; and other public, 6 (i.e., Willamalane Park and Recreation District, Corps of Engineers and other state). Map I identifies recreation sites listed in Table I.

Sites providing upland access through either improved or unimproved trails or roads, 31, while those with access by boat only, 13. Total recreation site acreage amounts to approximately 5,564.76+ acres; however, only 28± riverbank miles are in some form of recreational use.

Additional public parcels (e.g., Lane County State Division of State Lands, Corps of Engineers, etc.) have been identified along the Willamette River; however, additional study will be required to determine whether they can be used for recreation sites or if they can provide adequate public access from the river or uplands.

STATE GREENWAY CORRIDOR LANDS

The boundaries of current improved or unimproved State Greenway Corridor Lands are shown on Map I, Recreation Resources, and the classification numbers for each site are listed under comments in Table I. The majority of Corridor lands are either developed or proposed for development. Use definitions for DOT's calssification number include:

1. Land with legal access from the river and/or trails which offers opportunities for public day use such as picnicking, fishing and hunting and convenience facilities (sanitation, potable water, etc.).
2. Land with legal access from the river and/or trails offering the above and, in addition, opportunities for limited overnight use such as primitive camping.
3. Land which could provide legal and physical access from the uplands to riverbank areas offering opportunities for public use as in (1) above.
4. Land which could provide legal and physical access from the uplands to the riverbank for boat launching facilities and/or trail heads.
5. Land suitable for trail corridors between upland access points and/or other land in public ownership.
6. Land which should be acquired in fee to assure adequate protection of natural, scenic, historic, archaeologic and scientific (biologic, geologic, etc.) values.

The above use classifications have been applied, where appropriate, to the DOT's Acquisition Areas discussed below.

SCENIC EASEMENT GUIDELINES

The following is a list of guidelines identifying either areas or circumstances under which a scenic easement should be sought or applied:

1. Areas of natural, recreational, cultural, scenic, historic or other appropriate places considered beneficial to the public;
2. Areas designated for acquisition or lands adjacent to acquisition areas;
3. Areas that provide a protective buffer of vegetation between public property being developed for recreation purposes and adjacent properties;
4. Areas where public access is not desirable and in efforts of controlling or deferring trespass and vandalism;
5. River sensitive areas to human use;
6. Areas that are extremely narrow, minimum of 150 feet from ordinary low water or where development would be difficult;
7. Erosion protection;
8. Enhance the value of abutting recreation sites, wildlife habitat and natural areas;
9. Enhance private property;
10. Protection of sloughs, swales, small tributaries, wetlands, etc.;
11. Protection of riparian and other unique vegetation; and
12. To control, redirect, reduce or not allow scatteration of intense development (i.e., residential, commercial, industrial).

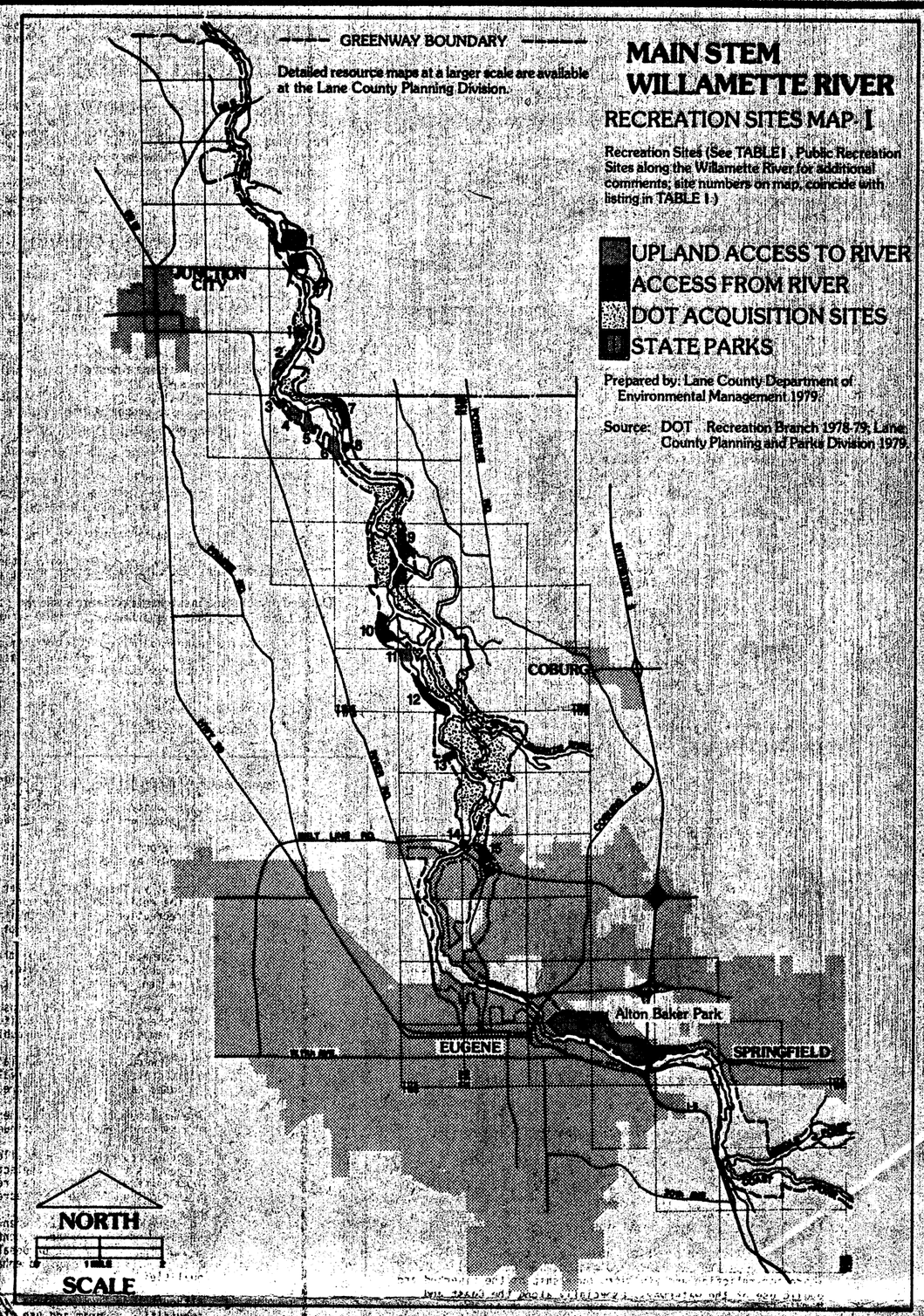
Areas where scenic easements might not be sought:

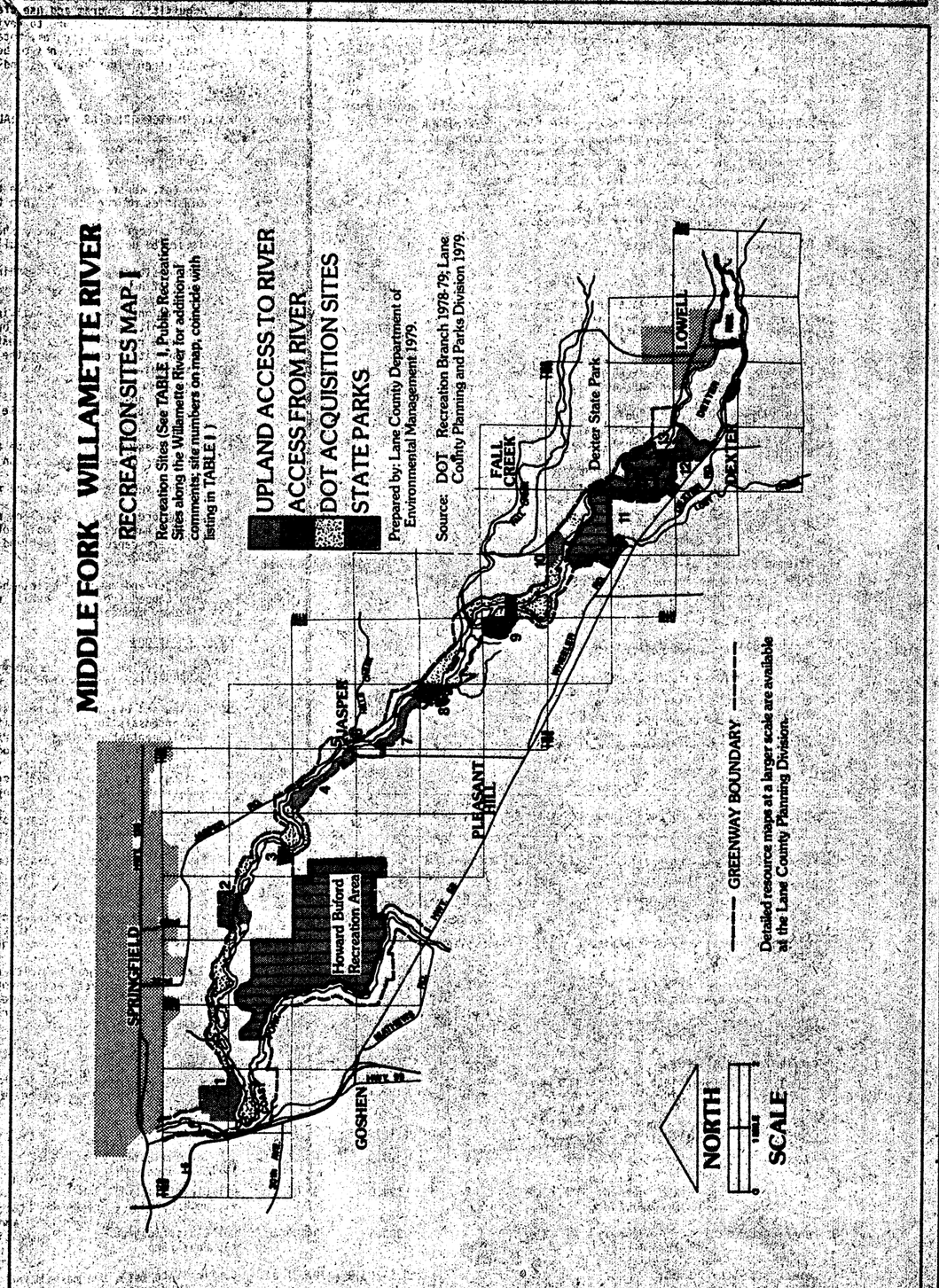
1. Sites that encourage access, either river access or upland access;
2. Large development proposals such as Planned Unit Development where access to the river is encouraged;
3. Areas where vegetation or other natural resources amenities do not exist;
4. Areas of farm use; and
5. Areas already protected due to flooding.

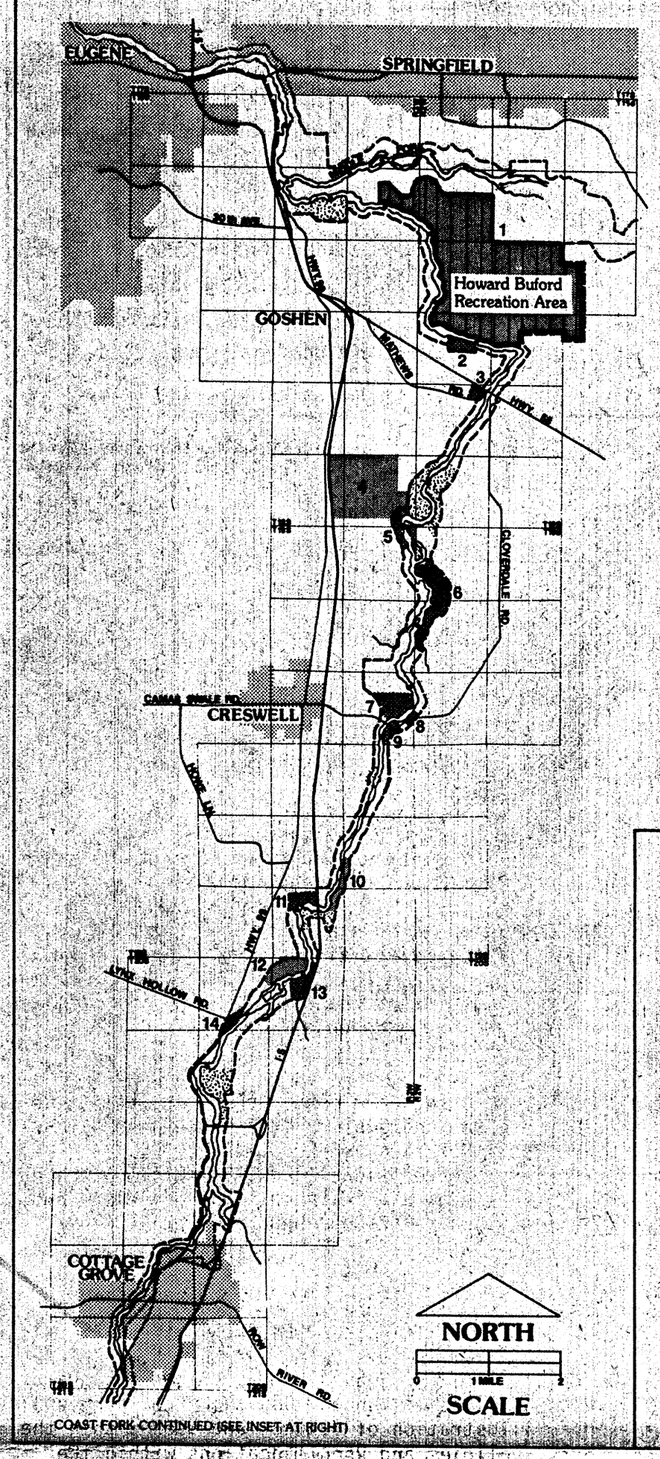
ACQUISITION AREAS

The state has coordinated with Lane County Parks and Open Space Division and vice versa for several years to identify areas for acquisition and to determine their potential uses. Acquisition areas are identified on Map I while use classification numbers are defined above in the State Greenway Corridor Lands section. The criteria, in general, taken into consideration by DOT for acquiring lands are: scenic, recreational and natural qualities afforded by the sites. For specific locations of DOT's acquisition areas, proposed uses and DOT classification numbers, see Acquisition Overlay Map, scale 2 3/4" = 1 mile, located in Lane County Planning Division.

The acquisition areas must be considered potential. Whether any one of these areas is purchased will depend on whether the owner is willing to sell and if the state has funds available for the purchase. Also, the areas designated are those that the state is interested in purchasing, given today's land use patterns and mixes of uses. As these conditions change, so may the desirability of acquiring the listed site. DOT emphasized isolating and buffering acquisition areas from adjacent private property. Acquisition areas have not been identified by ownership or legal descriptions; instead, the natural features sought to be acquired have been identified and described first.







COAST FORK WILLAMETTE RIVER

RECREATION SITES MAP-1

Recreation Sites (See TABLE I, Public Recreation Sites along the Willamette River for additional comments; site numbers on map, coincide with listing in TABLE I.)

UPLAND ACCESS TO RIVER
ACCESS FROM RIVER
DOT ACQUISITION SITES
STATE PARKS

Prepared by: Lane County Department of Environmental Management 1979.

Source: DOT Recreation Branch 1978-79; Lane County Planning and Parks Division 1979.

GREENWAY BOUNDARY

Detailed resource maps at a larger scale are available at the Lane County Planning Division.

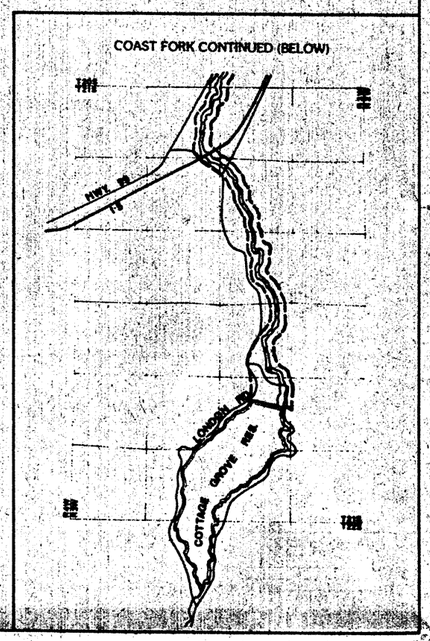


TABLE 11

PUBLIC RECREATION SITES ALONG THE WILLAMETTE RIVER - LANE COUNTY

MAINSTEM

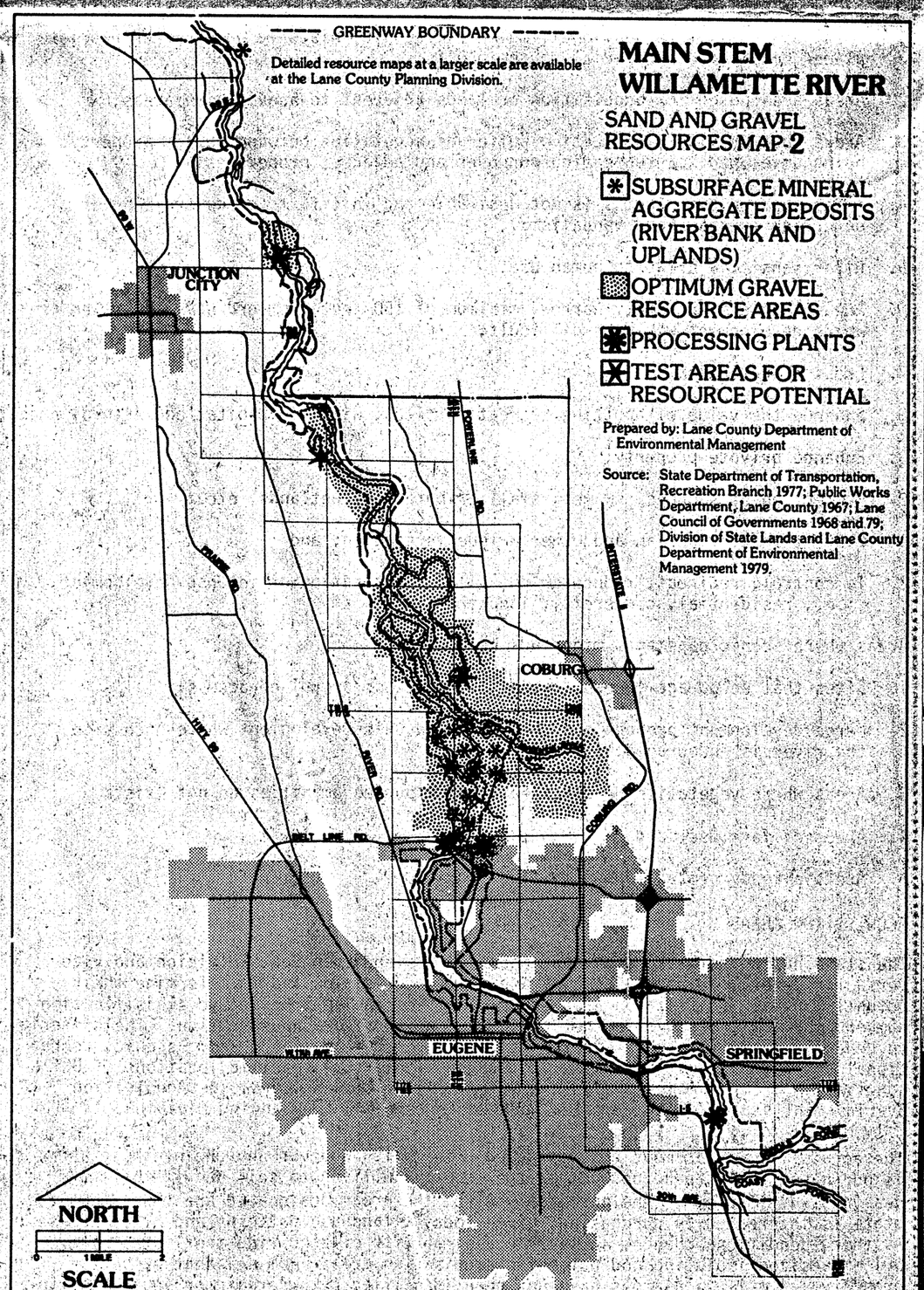
Recreation Sites	Ownership	Access to the River	Access by Boat only	Approximate River Mile	Acreage	Comments
1. Blue Ruin Landing	State Greenway Corridor Land		X	164.0	56.00 ac.	DOT Classification #2
2. Scandia Landing	State Greenway Corridor Land		X	166.5	20.00 ac.	DOT Classification #3
3. Brown's Boat Skid	Lane County	X		167.2	.37 ac.	Boat skid
4.	State Greenway Corridor Land	X		167.5	12.87 ac.	DOT Classification #3, unimproved
5. Marshall Island Park	Lane County	X		167.9	11.00 ac.	
6. Marshall Island Access	State Greenway Corridor Land	X		168.8	39.35 ac.	DOT Classification #3, boat ramp
7. Detering Landing	Lane County		X	168.8	.90 ac.	
8. Christensen's Landing	Lane County	X		168.8	2.97 ac.	Boat ramp
9.	State Greenway Corridor Land		X	171.0	70.00 ac.	DOT Classifications #1 & #2, unimproved
10. Beacon Landing	State Greenway Corridor Land		X	173.0	70.00 ac.	DOT Classification #2
11. Hileman Boat Ramp	Lane County	X		173.5	43.18 ac.	
12.	State Greenway Corridor Land		X	174.0	6.63 ac.	DOT Classification #1, unimproved
13. Whitley Boat Ramp	Lane County	X		175.5	3.10 ac.	Boat ramp (on a slough not the main channel)
14. Beltline West Boat Ramp	Lane County	X		178.2	County R/W	Boat ramp
15. Beltline Park	Lane County	X		178.2	12.50 ac.	
16. Alton Baker Park	Lane County	X		182-185.0	375.00 ac.	
TOTAL: 17		11	6		724.05 ac.	6 Boat ramps
MIDDLE FORK						
1. Dorris Park	Willamalane Park & Recreation District	X		187.0	250.00 ac.	
2. Clearwater Boat Ramp	Lane County	X		191.0	77.79 ac.	Boat ramp
3.	State Greenway Corridor Lane		X	192.5	20.64 ac.	DOT Classification #3, unimproved
4. Log Jam Access	State Greenway Corridor Land	X		194-195	79.90 ac.	DOT Classification #3
5. Jasper Bridge	State	X		195.0	13.84 ac.	Boat ramp
6.	State Greenway Corridor Land	X		195.1		DOT Classification #3, unimproved
7. Jasper Park	Lane County	X		195.1-196.5	71.23 ac.	
8.	State Greenway		X	197.0	7.20 ac.	DOT Classification #2 unimproved
9.	State Greenway Corridor Land		X	199.0	52.00 ac.	DOT Classification #2, unimproved
10. Pengra Access	State Greenway Corridor Land	X		200.5	94.09 ac.	DOT Classification #3, Boat ramp
11. Dexter State Park	State	X		200.5-203.0	797.31 ac.	Public State Park established by section 8 of Chapter 558, 1973 Oregon
12. Dexter County Park	Lane County	X		203.5-204.0	137.00 ac.	Boat ramp
13. Hatchery Hand Launch	Corps of Engineers	X		203.5	160.00 ac.	Hand launch, boat ramp
TOTAL: 13		10	3		1598.00 ac.	5 Boat ramps
COAST FORK						
1. Buford Recreation Area	Lane County	X		1.5-5.2	2248.27 ac.	Public State Park established by section 8 of Chapter 558, 1973 Oregon Laws. Boat ramp
2. Seavy Landing	State Greenway Corridor Land		X	5.0	57.00 ac.	DOT Classification #3
3. Highway 58 Hand Launch	State	X		6.5	Hwy. R/W	Unimproved boat ramp
4. Short Mountain Site	Lane County	X		9.0	579.61 ac.	Only a portion of the site is in the boundary.
5. Camas Swale Landing	State Greenway Corridor Land		X	9.2	55.00 ac.	DOT Classification #2
6. Bristow Landing	State Greenway Corridor Land		X	9.8-11.5	148.00 ac.	DOT Classification #3
7. Cinderella Park	Lane County	X		12.5	55.51 ac.	No park facilities, currently used as a sanitary land fill site
8. Cloverdale Bridge Hand Launch	State	X		12.5	Hwy R/W	Unimproved boat launch site.
9. Cloverdale Access	State Greenway Corridor Land	X		12.6	7.93 ac.	DOT Classification #3
10. Cougar Mountain Access	State Greenway Corridor Land	X		15.5	37.85 ac.	
11. Petree Landing	State Greenway Corridor Land	X		16.0	16.79 ac.	DOT Classification #3
12. Lynx Hollow Access	State Greenway Corridor Land	X		17.0	17.30 ac.	DOT Classification #2
13. Gettings Creek Landing	State Greenway Corridor Land		X	17.0	12.00 ac.	DOT Classification #3
14. Hand Launch	Lane County	X		18.5	7.50 ac.	Unimproved boat launch site
TOTAL: 14		10	4		3242.76 ac.	4 Boat ramps
GRAND TOTAL: 44		31	13		5564.76 ac.	15 Boat ramps

Source: Lane County Planning Division and Parks and Open Space Division, 1977-78.

VII. AGGREGATE RESOURCES

The inventory of aggregate resource on Map 2 shows the following information: (1) Known Subsurface Mineral Aggregate Deposits; (2) Optimum Gravel Resource Areas; (3) Processing Plants and (4) Test Areas for Resource Potential.

For additional background information and specific County directives, see the Findings, Goals, Policies and Recommendations regarding Sand and Gravel Resource found in the first section of this tabloid.



GREENWAY BOUNDARY

Detailed resource maps at a larger scale are available at the Lane County Planning Division.

MAIN STEM WILLAMETTE RIVER

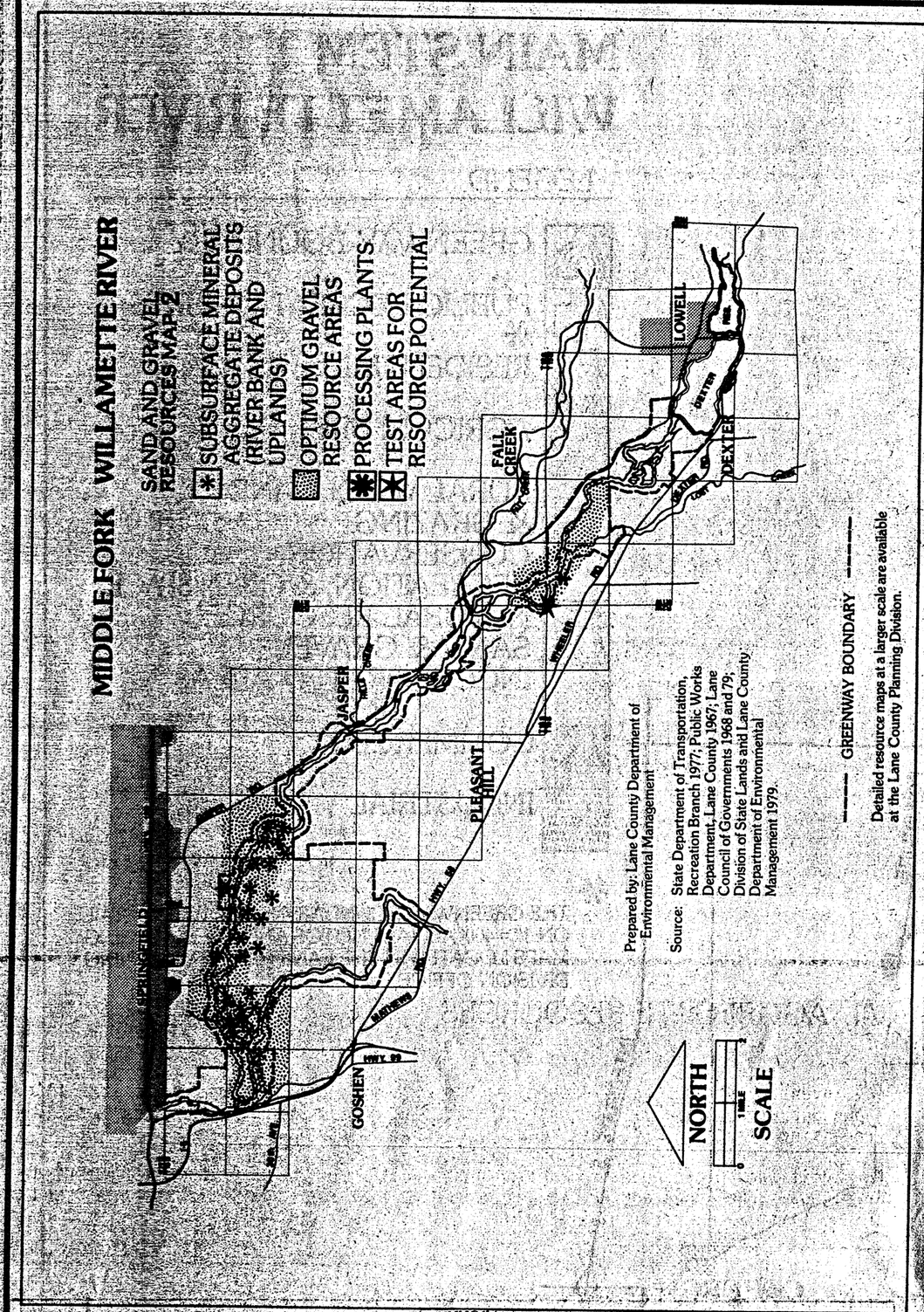
SAND AND GRAVEL RESOURCES MAP-2

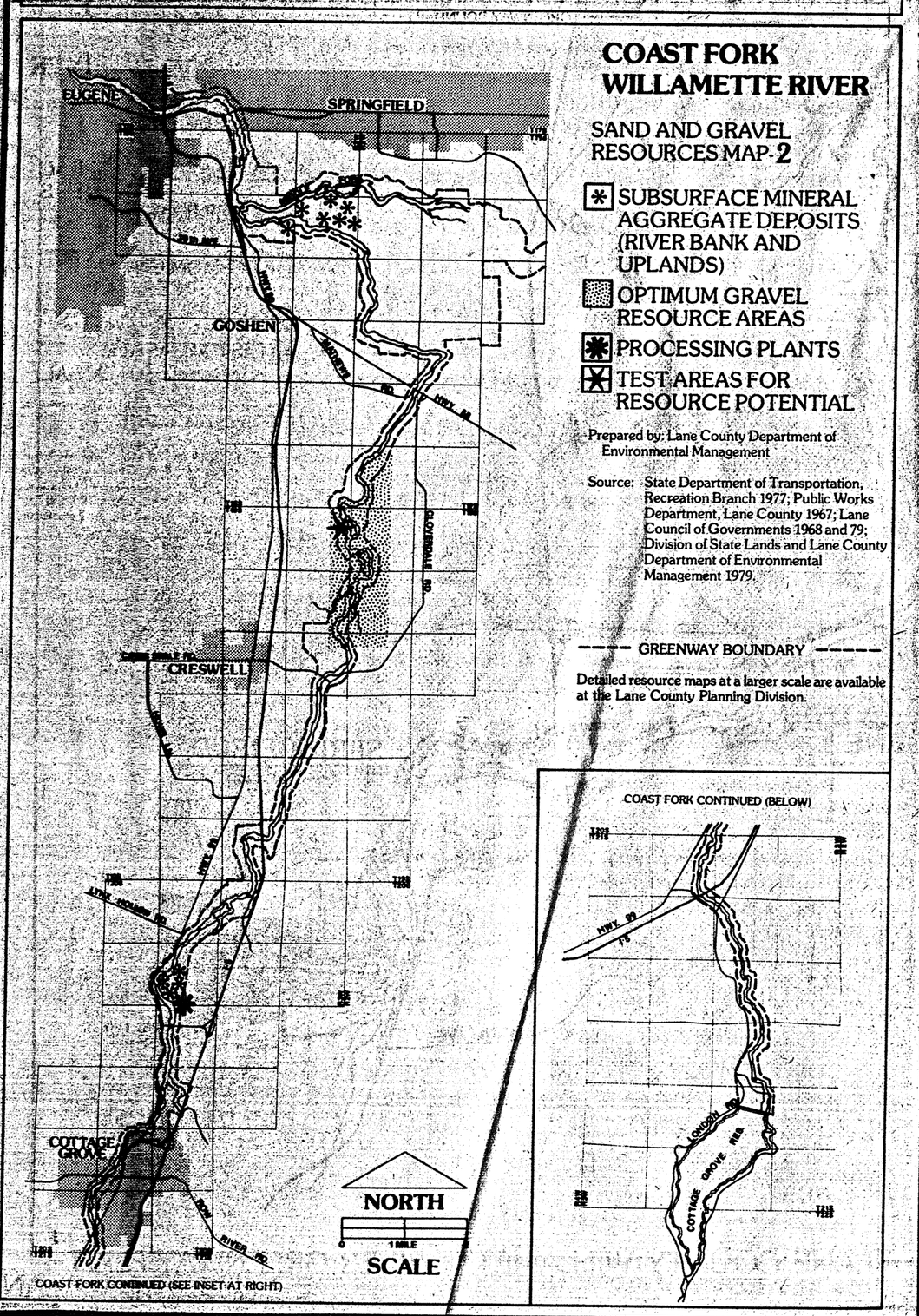
SUBSURFACE MINERAL AGGREGATE DEPOSITS (RIVER BANK AND UPLANDS)
OPTIMUM GRAVEL RESOURCE AREAS
PROCESSING PLANTS
TEST AREAS FOR RESOURCE POTENTIAL

Prepared by: Lane County Department of Environmental Management

Source: State Department of Transportation, Recreation Branch 1977; Public Works Department, Lane County 1967; Lane Council of Governments 1968 and 79; Division of State Lands and Lane County Department of Environmental Management 1979.

LANE COUNTY WILLAMETTE RIVER GREENWAY PLAN





VIII. THE GREENWAY BOUNDARY

The Greenway Boundaries adopted by Lane County are shown on the Plan Diagrams for the Main Stem, Middle Fork and Coast Fork of the Willamette and are located in the back of this tabloid. The Boundaries are also shown in detail on 1973 aerial photographs, scale 1" = 400', and zoning maps, scale 1" - 1,000' available for review in the Lane County Planning Division Office.

IX. LAND USE DESIGNATIONS

Land use designations within the Greenway Boundary are shown on the Main Stem, Middle Fork and Coast Fork Plan Diagram maps within this tabloid. The following is a list of the land use designations and their definitions:

RESIDENTIAL: A residential category with densities varying from one to 20 dwelling units per acre depending upon location in the metropolitan area, or a minimum parcel size of 5 acres with infilling of smaller existing parcels possible in rural areas.

COMMERCIAL: Activities larger than neighborhood commercial and smaller than retail centers.

INDUSTRIAL: Major industrial activities along the rural portions of the river, and secondary processing of materials into components, the general assembly of components into finished products, transportation, communications and utilities, wholesaling and warehousing.

SAND AND GRAVEL: Identifies areas of resource availablility and processing areas, lands currently zoned for sand and gravel extraction and additional areas containing resources needed through the planning period.

AGRICULTURE: Primarily applied to lands having I - IV soils, or where lands with a good potential for agricultural production exist, whether being actively farmed at present or not.

RURAL, WOODLAND AND GRAZING: Applied to lands marginally suitable for development and yet are not highly suitable for farming or other agricultural purposes, parcel size of 20 acres, although under specific conditions can be 10 acres.

RURAL: Characterized by environmental constraints such as poor soils and drainage, limited ground water, steep slopes, etc. Parcel sizes five acres or larger.

CONSERVATION/RECREATION/OPEN SPACE: Reflecting areas which are now or are expected to be used for recreational purposes or preserved as open space.

Land use decisions such as plan changes, rezonings and conditional use permits, etc. shall take into consideration the land use designations on the appropriate Greenway Plan Diagrams, the Greenway Findings, Goals Policies and Recommendations, other applicable directives from the appropriate subarea plans (i.e., the Willamette Long Tom; Lower Coast Fork, Lower Middle Fork and Row River-London Subarea Plans); and the Metropolitan 1990 Plan and the Santa Clara-River Road and Willakenzie Plans.

X. PLAN DIAGRAMS

The Greenway Plan Diagrams are found in the back of this Tabloid. They include separate diagrams for the Main Stem, Middle Fork and Coast Fork. The Plan Diagrams show the land use designations for lands within the boundary and the Greenway boundary. The Plan Diagrams also provide a graphic illustration of future land uses within the boundary, based upon the Findings, Goals, Policies and Recommendations within the Greenway Plan. The Diagram can be modified over time if conditions have changed or if new information becomes available. Both the Plan Diagram and Greenway Plan function as a combined county policy statement about future growth and development within the Greenway Boundary.

XI. GREENWAY DEVELOPMENT PERMIT

To protect, conserve, preserve, enhance and maintain the natural scenic, historical, agricultural, economic and recreational qualities within the Greenway Boundary, all intensification, change of use or development must adhere to applicable provisions of Lane County's Greenway Development Permit Ordinance. The Ordinance was adopted by Lane County on February 27, 1980 (see Ordinance No. 1-80) and is part of the Lane County Zoning Ordinance. Copies are available for review at the Lane County Planning Division Office.

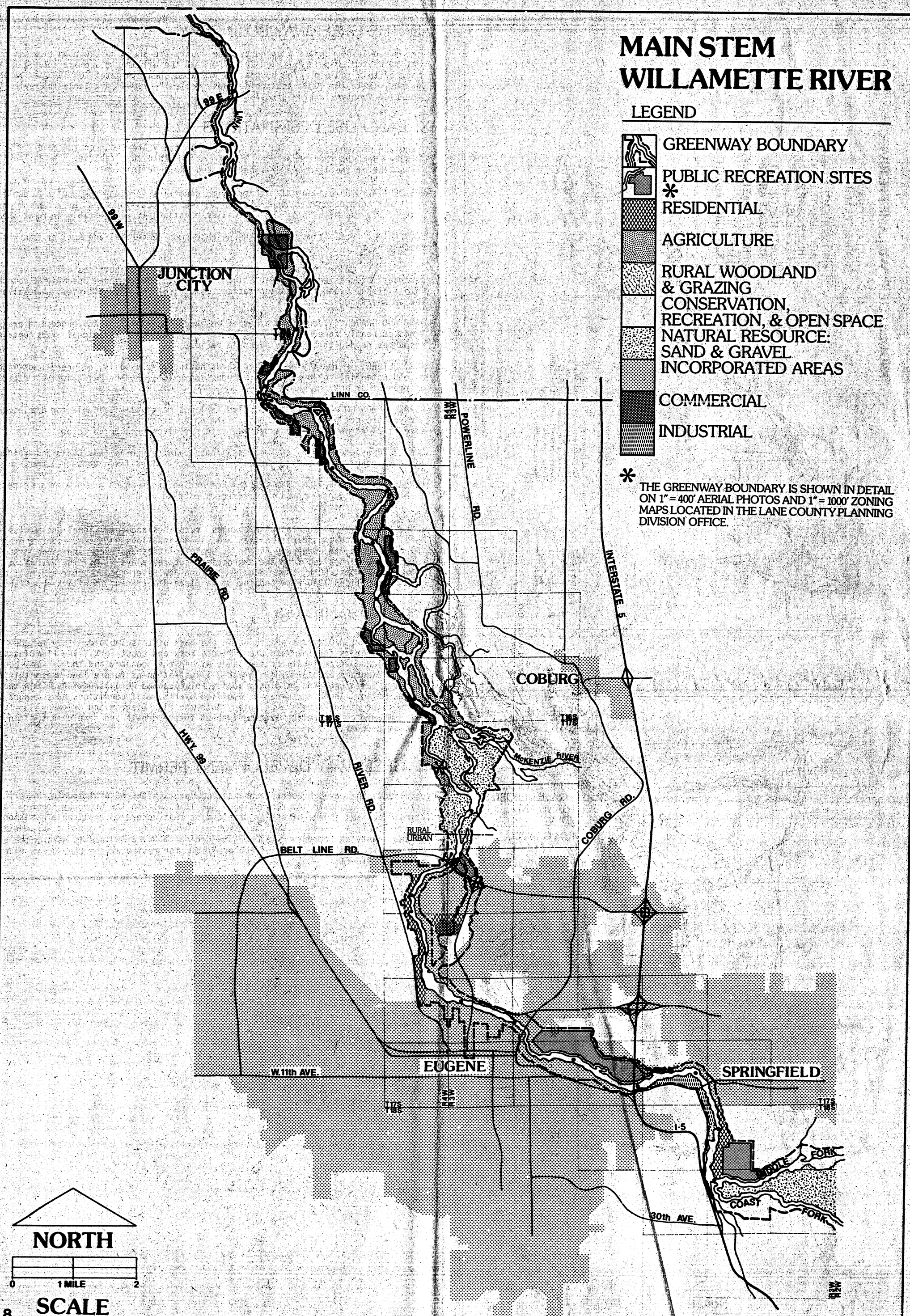
NOTES

MAIN STEM WILLAMETTE RIVER

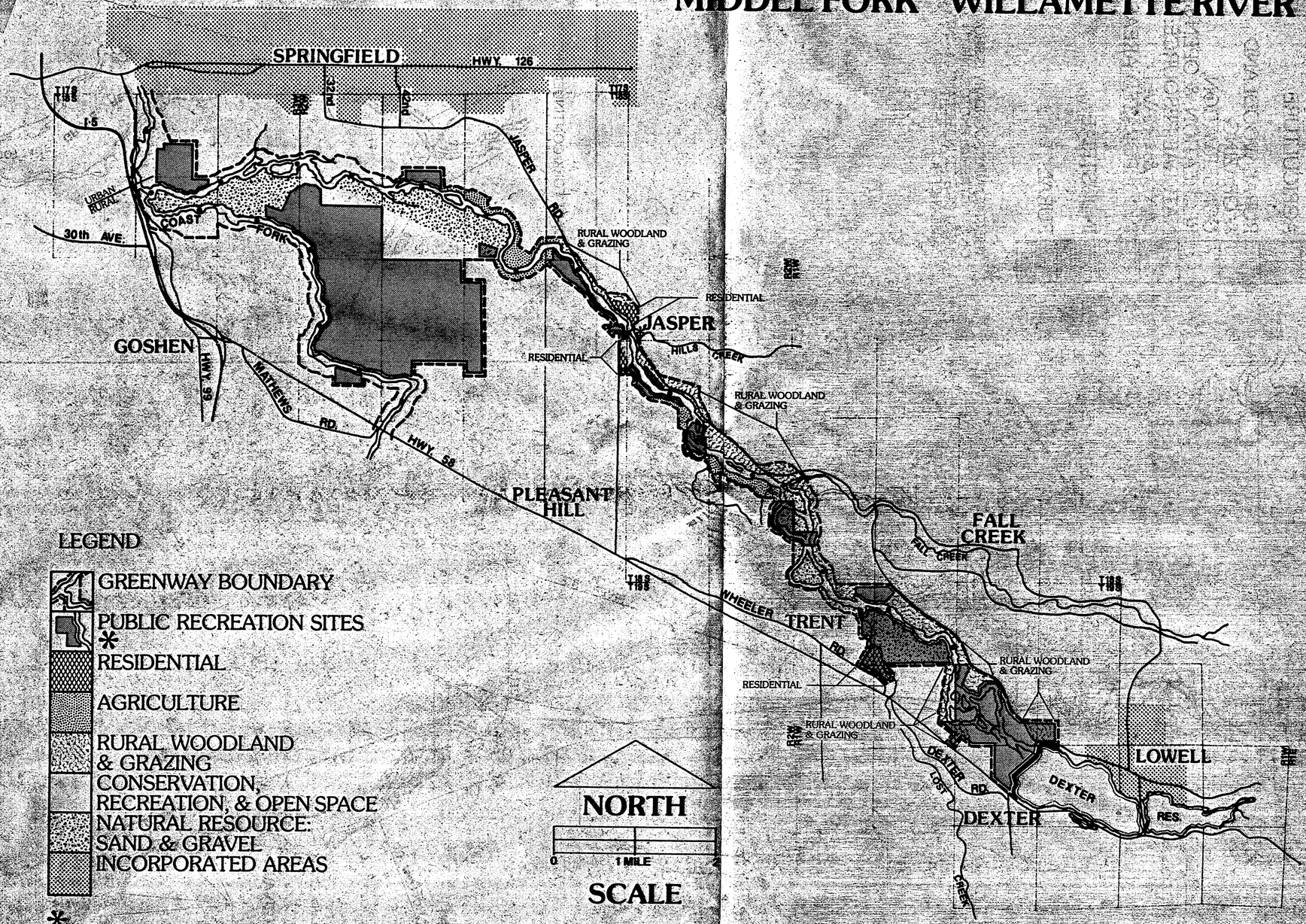
LEGEND

- GREENWAY BOUNDARY
- PUBLIC RECREATION SITES *
- RESIDENTIAL
- AGRICULTURE
- RURAL WOODLAND & GRAZING
- CONSERVATION, RECREATION, & OPEN SPACE
- NATURAL RESOURCE: SAND & GRAVEL
- INCORPORATED AREAS
- COMMERCIAL
- INDUSTRIAL

* THE GREENWAY BOUNDARY IS SHOWN IN DETAIL ON 1" = 400' AERIAL PHOTOS AND 1" = 1000' ZONING MAPS LOCATED IN THE LANE COUNTY PLANNING DIVISION OFFICE.



MIDDLE FORK WILLAMETTE RIVER



LEGEND

- GREENWAY BOUNDARY
- PUBLIC RECREATION SITES *
- RESIDENTIAL
- AGRICULTURE
- RURAL WOODLAND & GRAZING
- CONSERVATION, RECREATION, & OPEN SPACE
- NATURAL RESOURCE: SAND & GRAVEL
- INCORPORATED AREAS

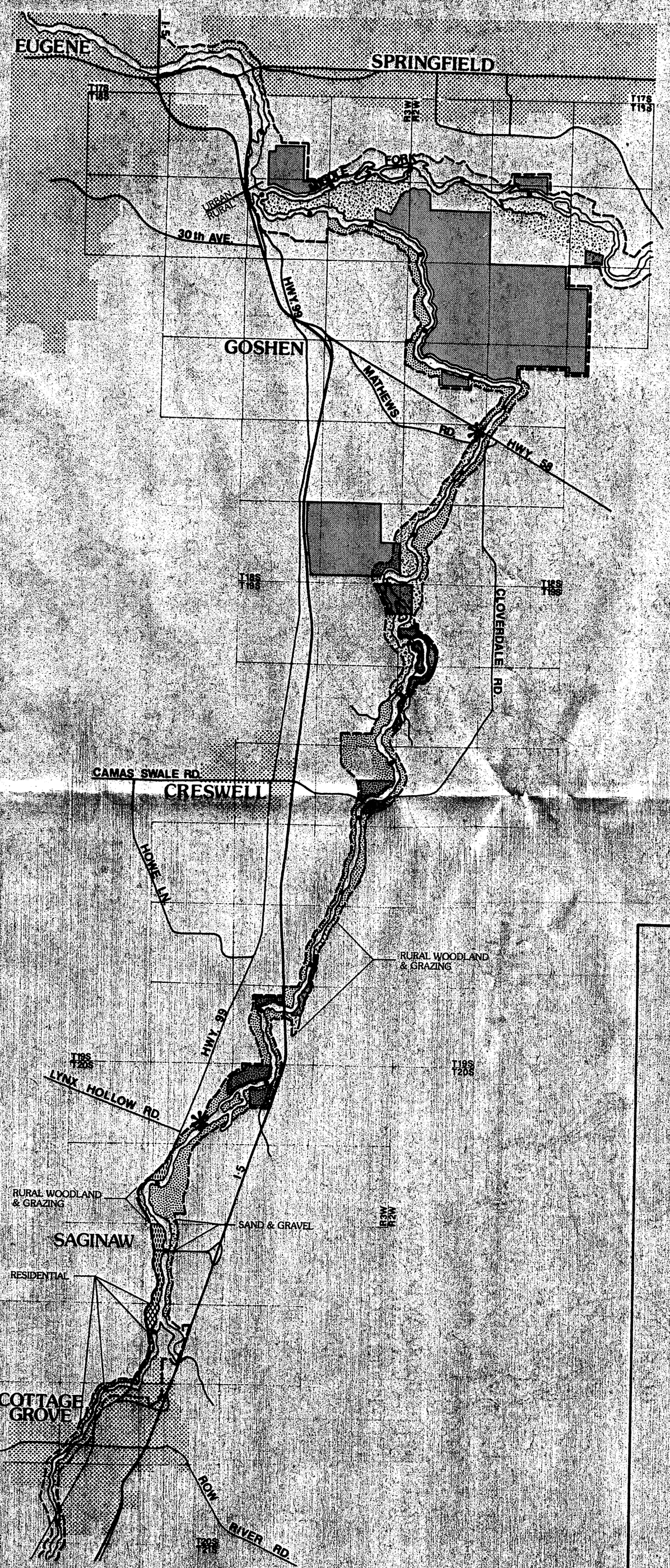
* THE GREENWAY BOUNDARY IS SHOWN IN DETAIL ON 1" = 400' AERIAL PHOTOS AND 1" = 1000' ZONING MAPS LOCATED IN THE LANE COUNTY PLANNING DIVISION OFFICE.

COAST FORK WILLAMETTE RIVER

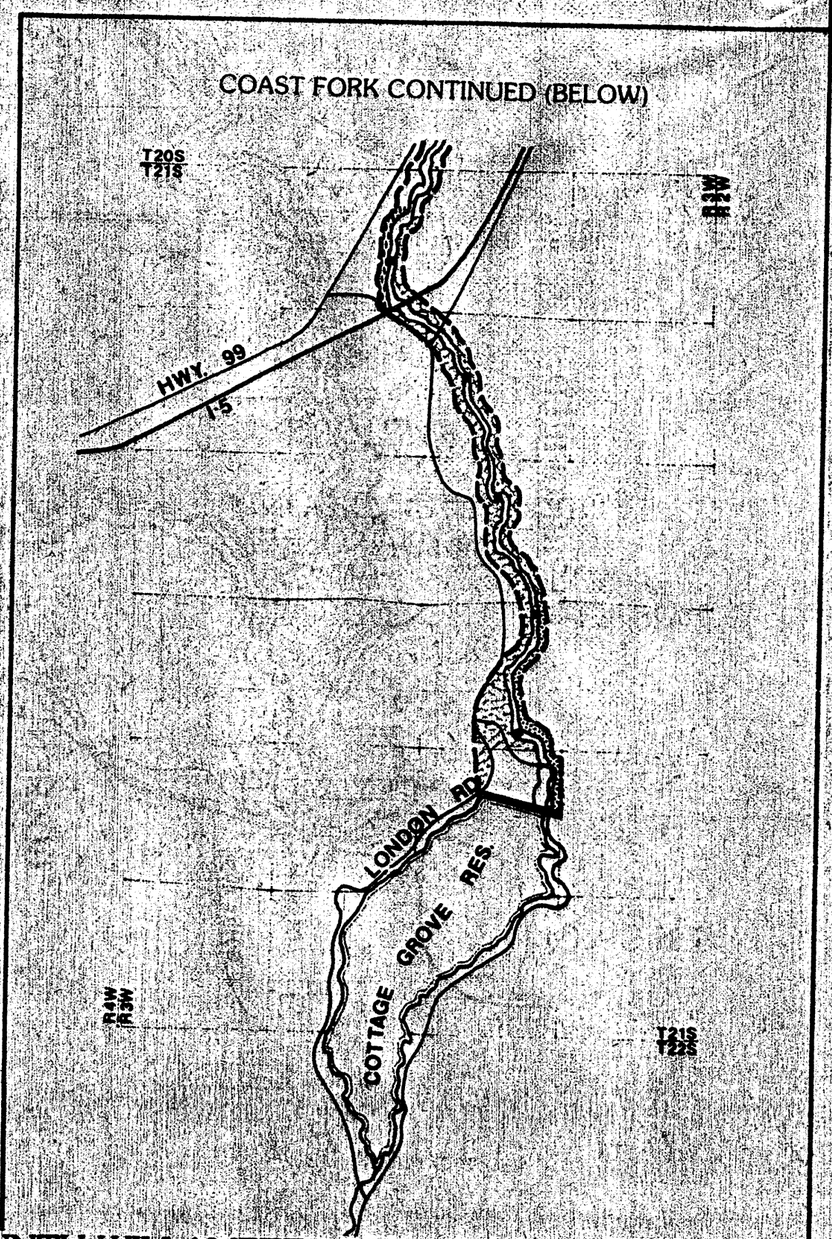
LEGEND

- GREENWAY BOUNDARY
- PUBLIC RECREATION SITES *
- RESIDENTIAL
- AGRICULTURE
- RURAL WOODLAND & GRAZING
- CONSERVATION, RECREATION, & OPEN SPACE
- NATURAL RESOURCE: SAND & GRAVEL
- INCORPORATED AREAS
- INDUSTRIAL
- RURAL

* THE GREENWAY BOUNDARY IS SHOWN IN DETAIL ON 1" = 400' AERIAL PHOTOS AND 1" = 1000' ZONING MAPS LOCATED IN THE LANE COUNTY PLANNING DIVISION OFFICE.



COAST FORK CONTINUED (SEE INSET AT RIGHT)



Salix Associates *2525 Potter, Eugene, OR 97405 • 541.343.2364*

Report on Establishment of a Draft Willamette River Greenway Setback Line on the South and West Sides of the Willamette River, Glenwood (Springfield), Oregon

23 November 2004

Project Description
Salix Associates was requested by the City of Springfield to draft a Willamette River Greenway Setback Line (GSL) in the Glenwood area, between Springfield and Eugene, Oregon. The study area is the south and west bank of the Willamette River beginning at the I-5 freeway bridge, going east to the Franklin Boulevard Bridge (leading into Springfield), then south to the I-5 freeway Exit 189 interchange (Attachment A). The total linear distance of the study area is approximately 2.5 miles.

Study Area Description
The overall character of the Willamette River riparian habitat within the study area is a narrow, treed fringe along the river, dominated by black cottonwood (*Populus trichocarpa*), red alder (*Alnus rubra*), white alder (*Alnus rhombifolia*), bigleaf maple (*Acer macrophyllum*), Oregon ash (*Fraxinus latifolia*), Pacific willow (*Salix lucida* ssp. *lasiandra*, and other willow species) and Douglas-fir (*Pseudotsuga menziesii*) . The shrub layer varies from mostly non-native species such as Armenian blackberry (*Rubus armeniacus;* note that this species was misidentified for many years as Himalayan blackberry, *Rubus discolor*) and Scot's broom (*Cytisus scoparius*), to some smaller, native-dominated areas with snowberry (*Symphoricarpos albus*), osoberry (*Oemleria cerasiformis*), ninebark (*Physocarpus capitatus*), poison-oak (*Toxicodendron diversilobum*) and tall Oregongrape (*Berberis aquifolium*). Similarly, understories vary from weedy areas dominated by English ivy (*Hedera helix*), lower-growing Armenian blackberry and other non-native species, to a few, small, areas dominated with native species. A highly invasive grass, false brome (*Brachypodium sylvaticum*) also is becoming established in the area.

In the western half of the study area, vegetation generally reaches from the water line to the top of the bank and there is little vegetation beyond the top of bank. Natural, non-maintained vegetation does extend west of (beyond) the top of the bank in some places in the south half of the study area, particularly near the south end.

Methodology
Three large aerial photos (no date) of the project area were provided by the City of Springfield for this project. One small area was missing in a gap between photos. For that area (Photo 7), we used a photo from a previous set provided by the City for another project. The aerial photos and relevant documents were reviewed within the context of the criteria for establishing a GSL contained in Section 25.060 of the Springfield Development Code (Attachment B). For field mapping, we made 8 1/2 x 11 inch copies and attached a transparency to each. A draft GSL then was marked in red on the transparency during a field survey. We relied heavily on the aerial photos for inaccessible portions.

Establishment of the Draft GSL

The criteria from the code section referenced above are excerpted and addressed below. Some of the criteria are specific to the establishment of a GSL, while others are more vague or address development issues that would occur when specific development applications are received for review.

1. *Local, regional and State recreational needs shall be provided for consistent with the carrying capacity of the land. The possibility that public recreation use might disturb adjacent property shall be considered and minimized to the greatest extent possible.*

This item does not seem to be directly related to establishment of a greenway setback line.

2. *Adequate public access to the river shall be provided.*

This item does not seem to be directly related to establishment of a greenway setback line.

3. *Significant fish and wildlife habitats shall be protected.*

In addition to juvenile Chinook salmon, native cutthroat trout also may use river shoreline areas in the study area (Adam Helfrich, river guide). These fish (and other native species) feed on insects that rely on diverse, native, shoreline vegetation and a functional riparian zone for part or all of their life cycles. The trees that are near the river also provide aquatic habitat if and when they fall into the river.

Birds such as bald eagles, osprey, great blue herons, green herons, belted kingfishers, common mergansers, mallards, raptors and passerines use the riparian area for hunting, fishing and gleaning. Some feed or rest while passing through riparian habitats, some stay seasonally to overwinter or as summer nesters, and some reside there year-round.

Terrestrial species such as Pacific tree and red-legged frogs, and occasionally western pond turtles and various salamander species, use riparian areas. Mammals such as mink, raccoon, skunk, and voles commonly use them. Animals that can fly or swim can access isolated patches of riparian habitat, whereas terrestrial animals may not be able to do so, or may be at risk crossing barriers (such as roads and the railroad). Riparian habitat that is connected both up and down river is especially valuable as it used by many more terrestrial species than isolated patches of habitat.

During previous draft GSL determinations and other work in the area, as well as this project, we have noted populations of tall larkspur (*Delphinium trolliifolium*), Pacific waterleaf (*Hydrophyllum tenuipes*), tall meadowrue (*Thalictrum polycarpum*), bleeding heart (*Dicentra formosa*), licorice fern (*Polypodium glycyrrhiza*), Leichtlin's camas (*Camassia leichtlinii*), clarkia (*Clarkia amoena*), rosy checkermallow (*Sidalcea virgata*) and other native, herbaceous, riparian vegetation species. Additionally, many native woody species have been observed, including Oregon white oak (*Quercus garryana*) – primarily near the southern end of the project area. Most of the remaining fragments of native habitats in the area have, however, been compromised by the invasion of English ivy, Armenian blackberry and a few other species of lesser impact, and they face a new threat from false brome.

4. *Identified scenic qualities and view-points shall be preserved.*

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Views of riparian vegetation on both the west and south portions of the study area are prominent from the River, and for the following users/residents, and from the following locations:

A. automobile users view from I-5 and from local roads such as Franklin Boulevard (especially at the bridge into Springfield), Aspen Street, West D Street, and South 2nd Street
B. pedestrians and bicycle users from the Springfield side of the river view the vegetation in the west part of the study area from a very close perspective; the vegetation on the south side is somewhat less visible to pedestrians and cyclists from the Springfield side
C. residents and commercial users of adjacent and nearby property have regular views of vegetation of the study area
D. river users view up at the immediate fringe of riparian vegetation, which often screens out adjacent and nearby development

5. *The maintenance of public safety and protection of public and private property, especially from vandalism and trespass shall be provided for to the maximum extent practicable.*

Location of the GSL should have little or no bearing on vandalism or trespass, as it relates to the uses permitted adjacent to the river.

6. *The natural vegetative fringe along the river shall be enhanced and protected to the maximum extent practicable.*

The forested areas of the south portion of the project area are dominated by native trees (including Oregon white oak) and shrubs (including snowberry and poison-oak). Herbaceous vegetation is dominated in a few areas by native species, which are most unique in the oak-associated habitats. Most areas are dominated by invasive exotics such as Armenian blackberry. Some areas have substantial human impact from camping and associated human waste.

7. *The location of known aggregate deposits shall be considered. Aggregate extraction may be permitted outside the Greenway Setback Area subject to compliance with State law, the underlying district and conditions of approval designed to minimize adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, quiet and safety and to guarantee reclamation.*

The Metro Plan diagram does not show any aggregate deposits within the study area.

8. *Developments shall be directed away from the river to the greatest possible degree; provided, however, lands committed to urban uses shall be permitted to continue as urban uses, including port, public, industrial, commercial and residential uses, uses pertaining to navigational requirements, water and land access needs and related facilities.*

The designation of a GSL will contribute to the protection of native, woody vegetation along the river while development continues to occur on adjacent or nearby lands.

Recommendation

We have made a draft delineation of our best interpretation of the location of a GSL within the study area, based on the Springfield Development Code guidelines. It is included here as Attachment C, Photos 1 -

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21.

Report on Establishing a Draft Greenway Setback Line for the Willamette River Greenway in Glenwood

for the City of Springfield, Oregon

B. Newhouse (Salix Associates), September 2013, amended January 2014

Table of Contents

I. Project Background 2

II. Site Information 2

III. Code Criteria 2

Significant fish and wildlife habitats 2

Scenic qualities and view-points 7

The natural vegetative fringe along the river 9

IV. Results 9

V. Geographic description and application of criteria 9

References 11

I. Project Background

The City of Springfield requested Salix Associates to draft a preliminary Greenway Setback Line within the Willamette River Greenway on the south and west shorelines of the Willamette River in Glenwood, just west of downtown Springfield, Oregon. The Springfield Development Code and Statewide Planning Goal 15 provide direction for development and use of the Greenway.

Two properties were omitted from the study area because Greenway Setback Lines officially have been established on them previously. These properties both are in Township 17 South, Range 03 West: tax lot 100 (Marvin property) in section 34-41, and tax lot 301 (Shamrock MH Park) in section 34-44.

The draft of the Setback Line was specified to include consideration of three items only, in the Springfield Development Code section 3.3-325 Greenway Setback: criteria c, d and f as quoted below.

c. Significant fish and wildlife habitats shall be protected.
d. Identified scenic qualities and view-points shall be preserved.
f. The natural vegetative fringe along the river shall be enhanced and protected to the maximum extent practicable.

These three items are addressed herein, and are reflected in the electronic rendition of the draft setback line provided concurrently with this report to the City.

The area is almost entirely in private ownership. Public ownership is limited to street rights-of-way, and (adjacent to the study area), below the River high water line. Identifying and assessing potential for future enhancement was not a part of this project.

II. Site Information

From the confluence of the Coast and Middle forks, the main stem Willamette River flows northward, forming the eastern border of Glenwood, then it turns and flows westward, forming the north border. The confluence of the two forks occurs adjacent to the upstream end of the study for this project and the new I-5 Whilamut Passage Bridge is just downstream. The existing Willamette River Greenway Overlay Zone in the area is defined by a boundary line paralleling 150 feet above low water (City of Springfield 2013).

Previous reports (Coyote Creek Environmental Services 2003 and 2008, Salix Associates 2004, Pacific Habitat Services 2010) have documented the condition of the area, which appeared in the past to be somewhat to severely degraded, and may be degrading further as evidenced in an increase in cover of Armenian (Himalaya) Blackberry and other invasive plant species and the well-publicized increase in transient camping on undeveloped sites in the Metro area.

No biological surveys (beyond general vegetation assessments) are known from the area

III. Code Criteria

The following three sections address site characteristics relevant to the three Code criteria listed above (c, d and f).

Significant fish and wildlife habitats

The Salix Associates 2004 report contains general background information on wildlife species that are known to use or potentially are using the area. More detail (in most cases, more recent data) is added here in the following analysis.

Following is a list of species at risk identified in several agency and nonprofit documents (Table 1). After that is a table of rankings and an assessment of potential habitat suitability for each species (Table 2). These are followed by a table of additional values noted in the study area (Table 3).

Table 1. *Rare wildlife species occurring or potentially occurring in Willamette River riparian habitats in or near Glenwood.*
Note: Species not occurring near the area or not known to occur in habitats similar to Glenwood habitats are not included here.

1 U.S. Fish and Wildlife Service	2 Oregon Conservation Strategy (ODFW)	3 OR Dep't. of Fish & Wildlife Sensitive Species and Dep't. of Agriculture	4 Northwest Power and Conservation Council	5 Oregon Biodiversity Information Center	6 Partners in Flight	7 Emerald Chapter NPSO
Bull Trout Oregon Chub Kincaid's Lupine	*Northern red-legged frog* Northwestern pond turtle Common nighthawk Dusky Canada Goose Little Willow Flycatcher Slender-billed (white-breasted) nuthatch Western bluebird Western purple martin Yellow-breasted chat Chinook salmon (Upper Will. ESU, spring run) Pacific lamprey Western brook lamprey California myotis Townsend's big-eared bat Western gray squirrel Willamette floater Wayside aster	*Northern Red-legged Frog* Western Pond Turtle *Bald Eagle* Common Nighthawk *Willow Flycatcher* *Yellow-breasted Chat* Chinook Salmon Coastal Cutthroat Trout Oregon Chub *Steelhead* *Pacific Lamprey* Western Brook Lamprey *Tall Bugbane*	American Dipper Bald Eagle Green Heron Red-eyed Vireo Willow Flycatcher Yellow Warbler American Beaver River Otter	Northern red-legged frog Western Pond Turtle Bald eagle Common nighthawk Dusky Canada goose Willow Flycatcher White-breasted nuthatch Western bluebird Western purple martin Yellow-breasted chat Bull trout Chinook salmon Coastal cutthroat trout Oregon chub Western brook lamprey Oregon floater Western pearlshell California myotis Townsend's bat Western gray squirrel Kincaid's lupine Tall bugbane Thin-leaved peavine Wayside aster	Downy Woodpecker Purple Martin Red-eyed Vireo Swainson's Thrush Willow Flycatcher Yellow Warbler	Kincaid's Lupine Oregon goldenaster Oregon white-topped aster Tall bugbane Thin-leaved peavine Wayside aster

Sources for Table 1:
1- http://ecos.fws.gov/tess_public/countySearch!speciesByCountyReport.action?fips=41039
2- http://www.dfw.state.or.us/conservationstrategy/read_the_strategy.asp
3- http://www.dfw.state.or.us/wildlife/diversity/species/docs/SSL_by_category.pdf
http://www.oregon.gov/ODA/PLANT/CONSERVATION/Pages/statelist.aspx
4- http://www.nwcouncil.org/fw/subbasinplanning/willamette/plan
5- See References section.
6- http://www.partnersinflight.org/bcps/pl_93sum.htm
7- http://emerald.npsoregon.org/index.htm

Table 2. *Ranking/status and specific comments for Table 1 potentially-occurring rare species.*

Bold font – confirmed in or near Glenwood Greenway
Italic font – possible/likely in Glenwood Greenway
Plain font – unlikely, but some potential of occurring in Glenwood Greenway
See sources and rankings at bottom.

Species	Global NH	State NH	Fed.	State	ORBIC	NPSO	General and Glenwood habitat comments
AMPHIBIANS AND REPTILES							
Northern Red-legged Frog	G4	S3S4	-	SV	4	-	Breed in slow moving sloughs or ponds. Disperse into nearby forests. Possible in south end of study area.
Western Pond Turtle	**G3G4**	**S2**	**-**	**SC**	**2**	**-**	**Large population known just upstream makes nesting use of grassy/open habitats in study area possible (Yee, pers. comm.) Site just north of RR and two fields east of Roaring Rapids Pizza are "not likely" used by turtles: from on-site evaluation 11/13 (Rombough 2013).**
BIRDS							
American dipper	**-**	**-**	**-**	**-**	**-**	**-**	**Local migrant. Known from Island Park and nearby Willamette R. in winter (Contreras ed. 2006).**
Bald Eagle	G5	S4B, S4N	-	SV	4	-	*Resident. Nesting unlikely. Uses perches over River for resting and fishing. Likely fish in area, breeding unlikely.*
Common nighthawk	G5	S5B	-	SC	4	-	Summer resident, migrant. Possible feeder over River on summer evenings. Breeding on flats at south end of study area very unlikely.
Downy woodpecker	-	-	-	-	-	-	*Nest in constructed cavities, often in snags. Possible/likely in study area.*
Dusky Canada Goose	G5T3	S2S3 N	-	-	1	-	Winter resident, migrant. May temporarily rest and/or feed in large, open areas during winter. Possible temporary user at south end of study area?
Green Heron	-	-	-	-	-	-	*Summer resident, migrant. Breeds in trees, usually near slow-moving water – unlikely in study area. Feeds at water's edge; likely, temporary.*
Little Willow Flycatcher	G5T5	S3B	-	SV	4	-	*Summer resident, migrant. Summer nester in area in thickets, particularly in riparian areas.*

							Few suitable habitats in study area.
Red-eyed vireo	-	-	-	-	-	-	Summer resident, migrant. Use large stands of large cottonwoods. Heard along new trail SE of Quarry Butte. Glenwood cottonwoods too small.
Slender-billed (White-breasted) nuthatch	*G5TU*	*S3*	*-*	*SV*	*4*	*-*	*Resident. Needs mature oaks for foraging. May be a few mature oaks in south end of study area*
Swainson's thrush	-	-	-	-	-	-	*Summer resident, migrant. Prefer lush, riparian understories. Limited habitat in study area.*
Western bluebird	G5	S4B, S4N	-	SV	4	-	Local, seasonal migrant. May use oaks and openings near south end of study area, particularly for winter foraging.
Western purple martin	G5	S2B	-	SC	2	-	Summer resident, migrant. Feed high over water. Need large nesting cavities with no European starlings. Feeding possible, breeding unlikely.
Yellow-breasted chat	*G5*	*S4B*	*-*	*SC*	*4*	*-*	*Summer resident, migrant. Breed and forage in large thickets nearby. Not very likely there are suitable habitats in study area.*
Yellow warbler	-	-	-	-	-	-	Use larger patches of riparian habitats.
FISH							
Bull Trout (Willamette SMU)	G4T2Q	S2	LT	SC	1	-	Adjacent. Aquatic, benefit from riparian features.
Chinook Salmon (Upper Willamette ESU, spring run)	G5T2Q	S2	LT	SC	1	-	Adjacent. Aquatic, benefit from riparian features.
Coastal Cutthroat Trout (Upper Willamette River ESU)	G4TNRQ	S3?			4	-	Adjacent. Use rocky areas along shorelines (Helfrich, in Salix Associates 2004). Benefit from riparian features.
Western Brook Lamprey	G4G5	S4		SV	4	-	Adjacent. Aquatic, benefit from riparian features.
INVERTEBRATES							
Oregon floater (mussel)	G5Q	S3	-	-	4	-	Adjacent. Aquatic, benefiting from riparian features.
Western pearlshell (mussel)	G4G5	S4	-	-	4	-	Adjacent. Known from Middle and Coast forks just upstream (pers. exper.) and from W. D St. Greenway access and just upstream from Dorris Ranch (Walton, pers. comm.). Habitat less suitable in study area?
MAMMALS							
American beaver	-	-	-	-	-	-	*Den in banks of large rivers. Possible in study area. Most likely passes through.*
California myotis	G5	S3	-	SV	4	-	Mostly use forests and snags, but occasionally roost under bridges (Whilamut Passage or two Franklin bridges?).
River otter	-	-	-	-	-	-	*Den in banks of large rivers. Possible in study area. Most likely passes through.*
Townsend's big-eared bat	G3G4	S2	-	SC	2	-	Use caves or quiet, large structures for roosts and hibernacula. Habitat very limited in study area.
Western gray squirrel	*G5*	*S4*		*SV*	*4*	*-*	*Inhabit mixed forests, especially where oak is a component. South end of study area possible.*

PLANTS							
Kincaid's Lupine	G2	S2	LT	LT	1	A	Usually occurs in prairie/oak habitats. Most likely to occur in south end with oaks, if at all.
Oregon goldenaster	-	-	-	-	-	B	Occurs on gravel bars along river edges, which are extremely rare in the study area.
Oregon white-topped aster	-	-	-	-	-	B	Usually occurs on edges of oak or mixed forest habitats. Most likely to occur in south end with oaks, if at all.
Tall bugbane	G4T4	S4		C	4	A	Occurs in Glenwood on moist hillsides, and while known in riparian areas (rarely) in other places, it is not known in any riparian habitats in the Metro area.
Thin-leaved peavine	*G2*	*S2*	*SOC*		*1*	*A*	*Many plants exist in a population across the River from the study area (off S. 2nd in Springfield). Suitable habitat could be present in the south end of the study area.*
Wayside aster	G3	S3	SOC	LT	1	A	Usually occurs on edges of oak habitats. Most likely to occur in south end with oaks, if at all.

No habitat information readily available for fungi, thus, they are excluded above. Ranking definitions available on the ORBIC web site at: http://orbic.pdx.edu/rte-defs.html
Global NH = NatureServe global Natural Heritage ranking
State NH = NatureServe Natural Heritage ranking for Oregon
Fed = US Fish and Wildlife Service, federal Endangered Species Act status
State = Oregon Department of Fish and Wildlife Sensitive Species List rank
ORBIC = Oregon Biodiversity Information Center status and rank
NPSO = Emerald Chapter NPSO, Lane County Rare Plant List (http://emerald.npsoregon.org/index.htm)

Habitat information from ODFW 2006, supplemented with Contreras, ed. 2006, pers. comm. and pers. obsv.

The following table supplements information in the previous two tables.

Table 3. *Potential additional significant wildlife habitat values of Glenwood Willamette River Greenway.*

Source / Value / Designation	Discussion
Potential nesting habitat for Western pond turtle	Grassy areas within 50 meters (about 164 feet) of river edge are normally used (may use farther); especially bare areas or areas where grasses (and other vegetation) is not too dense (in Vesely & Rosenbaum 2010). Also, Yee (pers. comm.) and Holts (pers. comm.) identified the four open, grassy habitats in the study area (from aerial photos) as suitable for nesting. A herpetologist who visited the sites immediately north of the railroad bridge and east of Roaring Rapids Pizza led to a determination of "not likely" for turtle nesting use (Rombough 2013).
Habitat for other herptiles	The most valuable sites are rocky areas and wood piles for lizards and snakes. Native Red-legged and Tree frogs will breed in shallows adjacent to river, but eggs and larvae there may be subject to erratic (higher) flows that may eradicate them. Red-legged Frogs disperse into nearby forests as adults.
Nesting habitat for year-round or summer resident birds (ex.: Osprey, Great Blue Heron, Belted Kingfisher, Green Heron,	Large birds use larger trees; smaller species use smaller trees or larger trees. Larger patches better, and in general, the less disturbance from machinery and people the higher the use suitability.

Bullock's Oriole, Yellow Warbler, etc.)	
Use by migrating birds: feeding or resting (many species: warblers, vireos, flycatchers, etc.)	Trees of all sizes used during migration by gleaning or resting birds. Thickets and adjacent open areas may be used to some degree as well.
Perching for hunting along the river's edge (ex.: Osprey, Bald Eagle, Belted Kingfisher)	Limbs over water preferred. Larger birds need larger limbs to support them.
Essential Salmonid Habitat	Includes Willamette River adjacent to Glenwood. Map at: http://www.oregon.gov/DSL/PERMITS/Pages/counties_ess.aspx
Bull Trout Critical Habitat	Includes Willamette River adjacent to Glenwood. USFWS online Critical Habitat mapper at: http://ecos.fws.gov/crithab/
Oregon Biodiversity Information Center (ORBIC) rare element data report	Rare species reported/recorded in or near the study area, as contained in this ORBIC report, include: Western Pond Turtle (Willamette River and adjacent), Chinook Salmon (Upper Willamette River ESU, spring run) and Bull Trout (Willamette SMU)
Connection from riparian to nearby upland or wetland habitat	Other habitats with native or naturalized vegetation adjacent and outside the Greenway are nearly nonexistent in the study area.
Connection up/downriver to other riparian habitats	Connections upstream, downstream and through the area are weak because of narrowness (or lack) of corridor in many places (a result of adjacent development), steep banks, riprap, camping.
Thermal regulation of adjacent aquatic habitat	This is provided by shade of tree canopies hanging over the water (PHS 2010), and benefits cold water fish and other organisms.
Nutrient and/or invertebrate inputs into aquatic habitat	Provided primarily by leaves and invertebrates falling into the river from overhanging vegetation (Andrus and Walsh 2002).
PHS (2010) wildlife habitat values rating determined through URIAG process	Medium in all reaches (1-5) based on number of structural layers, width, amount of developed area, overhang over water, presence of large woody debris. Scores 13-19 were rated "medium." PHS Reaches 1-5 (beginning at W end, going upstream), in order, scored 17, 17, 18, 15 and 18. Scoring apparently did not include a consideration of reach length.

There are a variety of rare species that could or do occur in the Glenwood section of the Willamette River Greenway, and/or that benefit or potentially benefit from terrestrial Greenway habitats. Particularly, birds and mammals likely use trees and snags there on occasion as in other, similar riparian areas. Aquatic species benefit from riparian vegetation, particularly regarding inputs of nutrients/invertebrates and occasional large, woody debris deposition.

In addition, PHS (2010) rated all Glenwood riparian habitats as "medium" in their application of the Urban Riparian Inventory and Assessment to address Statewide Planning Goal 5. All of these factors were used in consideration of wildlife habitat as "significant" for the draft Setback Line placement.

Scenic qualities and view-points

The Coyote Creek Environmental Services (2005) discussion specific to the Marvin site is excerpted here:

The Scenic Qualities at the site are the same as those offered by other parcels located in a similar landscape position: the high terrace along the Willamette River. The visual accessibility to the Willamette River is the primary scenic quality offered by this parcel. The semi-circle of Western Redcedar at the southern end of the property is an identifiable landmark feature near the parcel. The Managed Meadow is neither unique nor distinctive, and the Riparian Edge is too narrow to provide much scenic value. The Riparian Edge does assist in providing visual identification and definition to the river and riparian system. No particular individual viewpoints were identified at the parcel: short views to the River and across to the Day [sic] *Island Park are available along much of the parcel, through gaps in the Riparian Edge. The*

parcel is visible from westbound traffic on the Willamette River Bridge, and at a few locations fro Day [sic] *Island Park.* [There is confusion here between Day Island in Eugene, now a part of Alton Baker Park, and Island Park in Springfield. The latter was undoubtedly intended here, as it lies across the Willamette from the subject site. BN]

And the same consultant described scenic qualities on the Shamrock MH Park site in 2008:

Scenic qualities at the site are the same as those offered by other parcels located in a similar landscape position: a high terrace along the Willamette River. The visual accessibility to the Willamette River is the primary scenic quality offered by this parcel. Excluding the developed mobile home park, overstory Riparian Edge, and rock streambank stabilization areas are identifiable landmark features within the parcel. The understory vegetation community of the Riparian Edge is too narrow and disturbed to provide much scenic value. The Riparian Edge does assist in providing visual identification and definition to the river and riparian system, but no particular individual viewpoints are identified at the parcel: Short views to the industrial and natural vegetation areas located across the River are available along much of the parcel, through gaps in the Riparian Edge vegetation community, which generally correspond to rock streambank stabilization areas. Currently, only employees of the industrial land use and users of the natural areas along the east bank of the river have a filtered view (through riparian/natural vegetation) to the Study Area. Due to natural overstory vegetation and general topography, no view of the Study Area is apparent from Sought 2nd Street. The Study Area is remotely visible, but not discernible to travelers as they cross the bridge and enter into the Glenwood community from the east.

While these two area are excluded from the current study area, the descriptions shed some light on scenic aspects of the area in general.

A more comprehensive scenic qualities and viewpoints discussion of Glenwood is excerpted here (Salix Associates 2004):

Views of riparian vegetation on both the west and south portions of the study area are prominent from the River, and for the following users/residents, and from the following locations:

A. *automobile users view from I-5 and from local roads such as Franklin Boulevard (especially at the bridge into Springfield), Aspen Street, West D Street, and South 2nd Street*
B. *pedestrians and bicycle users from the Springfield side of the river view the vegetation in the west part of the study area from a very close perspective; the vegetation on the south side [i.e., the south section of the study area] is somewhat less visible to pedestrians and cyclists from the Springfield side*
C. *residents and commercial users of adjacent and nearby property have regular views of vegetation of the study area*
D. *river users view up at the immediate fringe of riparian vegetation, which often screens out adjacent and nearby development.*

Briefly, all of the tree and shrub vegetation on the Glenwood side of the Willamette is visible from somewhere on the Springfield side. The most significant riparian vegetation views into the study area are closest to the new I-5 Whilamut Passage Bridge, the Franklin Boulevard Bridges (to/from downtown Springfield), the Aspen/West D Street area, and across from Island Park and South 2nd. Vegetation at the southern end of the study area is viewed by residents of the Harbor Drive mobile home park area.

Vegetated areas lacking tree and shrub cover (woody vegetation) may have some limited scenic appeal, however, the short herbaceous vegetation is less visible than the taller woody vegetation, and is often less visually prominent on small lots than are the buildings and other development visible behind them. All the woody vegetation on the banks and on or near the edge of the terrace is viewable by River users. The taller it is, and the closer it is to the edge, and the closer to it a River user is, the more easily viewed it is from the River. Woody vegetation farther back from the edge, without view obstructions, is more easily seen from farther across the River.

Because of the lack of public land within the study area there are public views only from transportation corridors or

from outside the study area or from adjacent or nearby private lands.

In light of the above discussions and previous analyses, all the woody vegetation included in the draft Setback Line was considered a "scenic quality" of the area. This vegetation fully or nearly so meets the other two criteria addressed in this report as well.

The natural vegetative fringe along the river

A definition or maximum width of the "natural vegetative fringe along the river" is not given in Statewide Planning Goal 15 or the SDC, but it normally is interpreted to include native, woody vegetation in the riparian (river-influenced) forest and shrub communities. It easily could be construed to include areas of woody or semi-woody (e.g., Armenian/Himalaya blackberry) non-native vegetation as well, as most of the values of such areas (filtration, habitat for some wildlife, "green" visual amenity along the river, etc.) likely intended for inclusion in this item usually are similar to those of native, woody vegetated areas. In general, only professional botanists (or certain other biologists) recognize differences between native and non-native vegetation, and have familiarity with biogeographical aspects of plant distributions. Conversely, the general public sees native and non-native plants along the river simply as "green trees and shrubs." The exception might be Armenian/Himalaya blackberry, which has broader recognition by the public (at least in close view) as a non-native "weed."

The vegetative fringe along the Willamette River in Glenwood also is significant fish and wildlife habitat, and provides important scenic qualities from opposite shorelines, from floating by on the river, and/or from adjacent or nearby properties. It is included in this iteration of the draft Setback line to address all three items (habitat, scenic, fringe).

IV. Results

The three items covered in this report and the discussions herein were considered in development of a draft Setback Line. Other required criteria of determining a Setback Line in the Springfield Development Code may necessitate modification of this draft line.

In general, the woody vegetation in the Greenway tends to meet all three criteria addressed herein. In addition, the southern portion (south of the railroad tracks) of the grassy areas identified by ODFW personnel as potential suitable nesting habitat for Western pond turtles is being considered significant wildlife habitat. Western pond turtle nesting surveys are needed in those areas to provide additional information. Such surveys in grassy areas north of the railroad tracks were evaluated as "not likely" used by turtles for nesting, but conditions (and therefore, possibly use) vary between sites.

V. Geographic description and application of criteria

A description of placement of the draft Setback Line follows, in three sections. Section 1 begins at the upstream end of the study area and Section 3 ends just upstream from the Whilamut Passage Bridge.

Section 1

Beginning at the upstream end of the study area, the Setback Line (SL) is below Franklin Boulevard and well within the Greenway Boundary (GB) – which is located above and to the west of Franklin. Franklin Boulevard provides no habitat or visual or riparian fringe values considered in this report, so it is not included within the draft SL here. The SL follows Franklin northward, including areas with suitable wildlife habitat, as well as visual amenities (for Harbor Drive MH Park residents and river users), and riparian fringe values. Continuing northward, the full 150 foot wide GB area is included in the SL to include potential, suitable WPT nesting habitat, and where trees or other woody vegetation are occasionally present, visual and riparian fringe values as well. The SL continues northward, omitting a MH park. Section 1 ends at the south end of the Shamrock MH Park, where a SL previously was adopted.

Section 2
Section 2 begins at the north end of the Shamrock MH Park where a SL was previously adopted, and includes a treed area between another MH park (on the west) and the railroad bridge across the Willamette (to the north). The treed area is included to meet all three criteria. Downstream (north) of the railroad bridge, the SL intermittently expands to the full GB width to mature trees – which are a suitable habitat for migratory birds and a visual asset viewed from Franklin and the Franklin bridge over the Willamette. The trees closest to the river also are part of the riparian fringe. Section 2 ends north of the Franklin bridge where the previously adopted SL on the Marvin property begins.

Section 3
The SL in the downstream portion of the study area, Section 3 begins at the northwest corner of the Marvin property and includes a segment of multiple-value riparian forest (habitat, visual amenity from portions of Island Park and the W. D Street Greenway areas, residences, and river users, and part of the riparian fringe). The SL of the remainder of the section to the downstream end essentially encompasses the narrow riparian fringe located between the River and the existing industrial uses.

A digital version of this amended draft Setback Line has been submitted to the City of Springfield with this amended report. This report is dated 2014-01-31 and the amended draft Setback Line file is dated 2014-01-28.

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EXHIBIT 15-4 PROPOSED GLENWOOD REFINEMENT PLAN, OPEN SPACE CHAPTER AMENDMENT

CHAPTER: Open Space SECTION: Natural Resources SUB-SECTION: Wetlands & Riparian Areas PAGES: 88-92

…

Statewide Planning Goal 15, Willamette River Greenway, requires a greenway boundary of 150 feet measured from the ordinary low water line, which allows development to occur within this zone as a discretionary use. Within this boundary, a Greenway Setback line is a also required to delineate where only water-dependent and water-related development may occur, such as boat ramps, multi-use paths, and viewing areas (Figure 3). For much of the Glenwood Riverfront, the location of the Greenway Setback Line has not been formally established. The Implementation Strategies discussed below include working with property owners to establish [~~establishing~~] a [~~standardized 75-foot~~] property-specific,-variable-width Greenway Setback Lines in the Glenwood Riverfront [~~(measured from the top of bank) coterminous with the existing riparian setback~~], as depicted in Figure 3. [~~Formally establishing the Greenway Setback Line in the Glenwood Riverfront will reduce uncertainty and provide~~ ~~p~~ Figure 5a ~~n achieving Goal 15 standards for public access to and views of the river; protect fish and wildlife habitat; provide riverine flood hazard protection; promote restoration and enhancement of natural vegetation; and direct development away from the river.~~]

Objective:
Provide ample opportunities for people to access and enjoy the Willamette River and the natural environment while: complying with State and Federal Regulations; providing stable riverbanks; and conserving, protecting, restoring, and establishing a diversity of riparian habitats and wetlands in order to retain their properly functioning condition related to fish and wildlife habitat, riverine flood control, sediment and erosion control, water quality, and groundwater [~~pollution~~] protection.

Policies & Implementation Strategies:

- Restore, enhance, and protect the riverbank and riparian and wetland areas.
    - Work with property owners to [~~E~~]establish [~~a standardized~~] Willamette River Greenway Setback Lines [~~of 75 feet from top-of-bank~~] for water-dependent and water-related uses ~~onsistent with the existing 75-foot riparian setback~~] in the Glenwood Riverfront.

Figure 10

- Integrate natural resources, urban interface/built environment, and water resources management.

…

- Limit recreation and associated improvements within the Riparian [~~and Willamette Greenway~~ Setback ~~areas~~] to passive activities including, but not limited to: picnicking; pedestrian activities; [~~by~~]bicycling; bird watching; fishing; educational, interpretive, and directional signage; and riverfront viewing.
- Locate a multi-use path at the outer most edge of the Riparian [~~and Greenway~~ Setback ~~areas~~], to the maximum extent practicable.

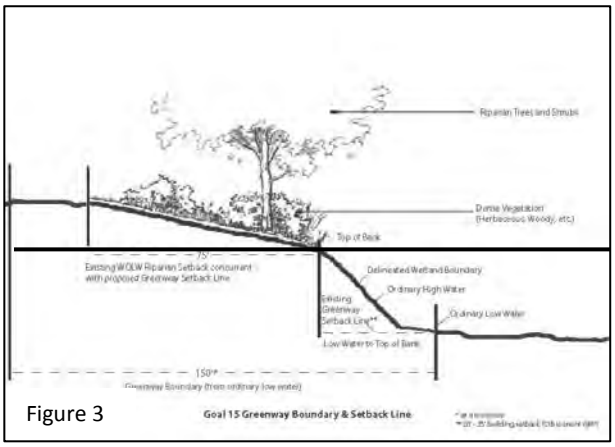

Figure 3

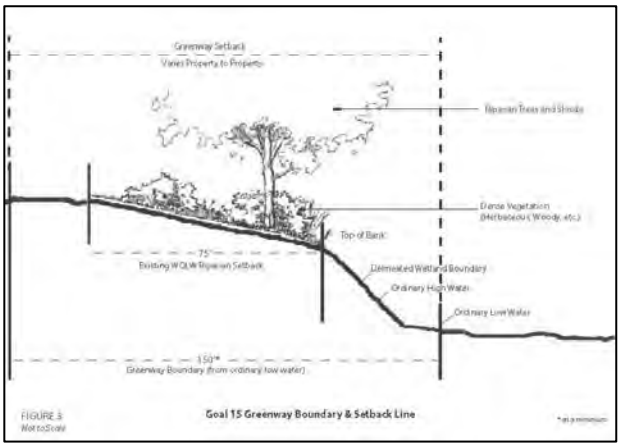

EXHIBIT 15-5 PROPOSED SPRINGFIELD DEVELOPMENT CODE AMENDMENTS

Note: Existing text to remain is depicted with an ellipsis (…). Proposed changes are highlighted, proposed text to be added appears underlined, and proposed text to be deleted appears in ~~strike-through~~.

3.4-280 Willamette Greenway Development Standards

…

C. Definitions. As used within the Glenwood Riverfront portion of the WG Overlay District, unless the context otherwise requires, the following terms are defined:

Boardwalk. A floating or non-floating platform that either provides pedestrian access along a shoreline or within a riparian area; it may also act as a bridge between two bodies of land.

Change of use. Making a different use of the land or water. Change of use includes changes that require construction or alteration to land or water outside of existing buildings, structures, or open storage areas and which substantially alters or affects land or water. It does not include: a change of use of a building or other structure which does not substantially alter or affect the land or water upon which it is located; the sale of property; or modifications of existing structures, as may be permitted by this Section.

Development. Any activity within the Glenwood Riverfront portion of the WG Overlay District that would alter the elevation of the land; remove or destroy plant life; cause structures of any kind to be installed, erected, or removed, or result in a measurable impact to the riparian area (See also Section 6.1-110 for other definitions of this term).

Dock. An individual secured and stationary or floating structure designed for uses including, but not limited to: mooring boats and fishing.
Enhancement. Increasing the net ecological functional values of the riparian buffer by any of the following: removal of impervious surfaces; restoring natural bank slopes; or increasing the cover and diversity of native vegetation.

Greenway Setback Line. A line that divides the Glenwood Riverfront portion of the WG Overlay District into two distinct areas. In the area between the ordinary low water line and the Greenway Setback line,[~~75 feet from the top of bank~~] only water-dependent and water-related uses may occur. In the area from the Greenway Setback Line to the WG Overlay District outer boundary, uses permitted in the base zone may be allowed in accordance with the standards and criteria of this Section.

Intensification. Any addition that increases or expands the area or level of activity of an existing use; or any remodeling of the exterior of a structure that will substantially alter the appearance of the structure. For the purposes of this definition, “intensification" does not include: maintenance and repair necessary for the continuance of an existing use; reasonable emergency procedures necessary for the safety or protection of property; or existing residential use of lands within the Glenwood Riverfront portion of the WG Overlay District that includes the practices and activities customarily related to the use and enjoyment of one's home, such as, landscaping,

construction of driveways, modification of existing structures or construction or placement of such accessory structures or facilities adjacent to the residence as are usual and necessary.

Ordinary high water line. The line on the bank or shore to which the high water ordinarily rises annually in a season.

Ordinary low water Line. The line on the bank or shore to which the low water ordinarily recedes annually in a season.

Maximum extent practicable. Text drawn from Oregon Statewide Planning Goal 15 (F.3.b.) intended to require a balancing of factors so that each of the identified Willamette Greenway criteria is met to the greatest extent possible without precluding the requested use.

Riverbank. A land feature or constructed structure that serves to contain the waters of a river. It can be distinguished from upland areas by the presence of riparian vegetation in close proximity to flowing water. Usually, the riverbank represents the limits of seasonal high water and periodic flood waters.

Top of Bank. See Section 6.1-110.

Water-dependent use. A use or activity that can be carried out only on, in, or adjacent to a water body, because the use requires access to the water body for transportation, recreation, energy production, or source of water. Except as necessary for water-dependent uses or facilities, residences, parking lots, factories and mobile home parks are not generally considered to be water-dependent uses.

Water-related use. A use that is not directly dependent upon access to a water body, but which provides goods or services that are directly associated with water-dependent use. Except where as necessary for water-dependent or water-related uses or facilities, highways, restaurants, businesses, factories, and mobile home parks are not generally considered to be water-related uses.

D. Establishment of the Greenway Setback Line and Permitted Uses.

1. Establishment of the Greenway Setback Line. In the Glenwood Riverfront portion of the WG Overlay District, the Greenway Setback Line shall be established to protect, maintain, preserve, and enhance the natural, scenic, historic and recreational qualities of the Willamette Greenway. Only water-dependent and water-related uses are permitted between the Willamette River and the Greenway Setback Line. The location of the Greenway Setback Line shall be determined consistent with the criteria specified in Section L.1.; L.4.; L.5.; L.7.; L.10.; and L.11.[~~75 feet upland from the top of the bank, coterminous with the existing 75-foot wide riparian setback as specified in Subsection 4.3-115A.1. The coterminous positions of these setbacks shall not lessen the significance of, or reasons for protecting, the Willamette Greenway.~~]

EXCEPTIONS:

a. For property owners who received City approval to establish a Greenway Setback Line along the Glenwood Riverfront as specified in Section 3.3-300 prior to the effective date of this Ordinance, that approval shall continue to be in full force and effect when development is proposed within the WG Overlay District.

~~[**b.** For property owners who apply for approval to establish a Greenway Setback Line along the Glenwood Riverfront prior to the effective date of this Ordinance, the criteria of Section 3.3-325 shall be utilized. In this case, the Greenway Setback Line approval may occur after the effective date of this Ordinance. That approval shall also continue to be in full force and effect when development is proposed within the WG Overlay District.]~~

E. …

L. Criteria. In the Glenwood Riverfront portion of the WG Overlay District, the applicant shall demonstrate compliance with the following criteria of approval:

1. Any development, change of use or intensification of use permitted in the base zone shall be oriented toward the river between the Willamette Greenway Setback Line and the Willamette Greenway outer boundary.

EXCEPTION: Proposed water-dependent and water-related uses listed in Subsection 3.4-280D.2. shall be permitted within the Greenway Setback Line.

2. Between the Greenway Setback Line and the Willamette Greenway outer boundary, any development, change of use or intensification of use shall provide the maximum possible landscaped area/open space between the activity and the river.

3. Significant air, water and land resources including but not limited to: natural and scenic areas; views; vistas; and fish and wildlife habitats in and adjacent to the Greenway shall be protected, preserved, restored, or enhanced to the maximum extent practicable.

4. The maintenance of public safety and protection of public and private property, especially from vandalism and trespass shall be provided to the maximum extent practicable.

5. The natural vegetative fringe along the river shall be enhanced, protected and maintained in order to assure scenic quality and view points, protection of wildlife, protection from erosion and screening of uses from the river.

6. Areas of annual flooding, floodplains and wetlands shall be preserved or restored in their natural state to the maximum extent practicable to protect water retention, overflow and other natural functions specified in Section 3.3-400.

7. Recreational needs shall be satisfied as specified in the Glenwood Refinement Plan and/or this Plan District.

8. Adequate public access shall be provided to and along the river by appropriate legal means for all development as specified in the applicable base zone, overlay district, or this Plan District.

9. Areas of ecological, scientific, historical or archeological significance shall be protected, preserved, restored or enhanced to the maximum extent practicable.

10. Significant fish and wildlife habitats shall be protected to the maximum extent practicable.

11. Significant natural and scenic areas, viewpoints and vistas shall be protected to the maximum extent practicable.

12. Any necessary tree felling shall comply with Section 5.19-100 and shall occur in a manner that ensures the wildlife habitat and natural scenic qualities found in the Glenwood Riverfront portion of the WG Overlay District will be maintained and shall be restored by mitigation on-site. Only diseased trees or trees in danger of falling located between the ordinary low water line and the Greenway Setback Line may be removed with a certified Arborist's statement. However, snag retention shall be allowed. In the area between the Greenway Setback Line and the outer boundary of the Glenwood Riverfront portion of the WG Overlay District, tree felling may be permitted to the extent necessary to accommodate those permitted uses as specified in the applicable base zone, overlay district or this Plan District.

M. …

4.3-115 Water Quality Protection

B. Permitted Uses in Riparian Areas. The following uses are permitted in riparian areas as long as they do not diminish riparian functions:

1. The planting of trees and native vegetation to promote bank stability, enhance riparian areas, minimize erosion, preserve water quality and protect federally listed species. Trees may be clustered to allow the preservation of views; or to allow maintenance vehicles to approach City maintained stormwater facilities including detention basins, outfalls, culverts and similar stormwater facilities as may be permitted by the Springfield Engineering Design Standards and Procedures Manual.

2. The felling of hazardous trees for safety reasons as specified in Section 5.19-100, Tree Felling.

3. Riparian area restoration and enhancement including the removal of invasive plant species, where necessary.

4. Flood control structures, where necessary.

5. Stormwater management systems and outfalls, as specified in the Springfield Engineering Design Standards and Procedures Manual or as required by other regulating authorities.

6. Multi-use paths for pedestrian and/or bicycle use shall be permitted, provided that the multi-use path drains away from the watercourse. Multi-use paths shall be located along the outer edge of the required riparian area and away from the watercourse. The multi-use path shall be located at the outermost edge of the 75 foot-wide [~~Greenway Setback Line/~~]Riparian Setback to the maximum extent practicable. Utilities may be extended within a multi-use path.

7. Water-dependent or water-related uses between the Willamette River and the Greenway Setback Line as may be permitted in the Willamette Greenway Overlay District.

8. Private driveways, public street crossings, bridges and necessary culverts when there is no other vehicle access to the property. Crossings shall be preferably at right angles to the watercourse. Public and private utilities shall be permitted within the driveway, public street or bridge right-of-way.

9. Repair, replacement or improvement of utility facilities as long as the riparian area is restored to its original condition.

10. Routine repair and maintenance of existing structures, streets, driveways, utilities, accessory uses and other similar facilities.

11. Other activities similar to those listed above that do not diminish riparian function. The Director shall make the interpretations as specified in Section 5.11-100.

Appendix 3 – Glenwood Refinement Plan Policies and Implementation Strategies – Phase I

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C. Open Space Chapter.

C.1. Riparian Areas and Wetlands.

C.1.a. Restore, enhance, and protect the riverbank and riparian and wetland areas.

C.1.a.1. Work with property owners to [~~E~~]establish [~~a standardized~~] Willamette River Greenway Setback Lines [~~of 75 feet from top-of-bank~~] for water-dependent and water-related uses [~~consistent with the existing 75-foot riparian setback~~] in the Glenwood Riverfront.

C.1.a.2. Partner with property owners, private developers, non-profit organizations, and other agencies to seek opportunities and funding sources to acquire property and/or easements to create a contiguous

riverfront that is sensitive to natural resource function and the urban interface.

C.1.a.3. Restore, enhance, and protect the riverbank and riparian areas from the ordinary low water line to the Riparian Setback Line boundary using plants appropriate to the local urban aquatic and riparian areas and zones, as depicted in Figure 4.

C.1.a.4. Pursue funding for public/private partnerships to achieve riverbank re-shaping/benching, stabilization, and riparian and aquatic habitat restoration, as conceptually depicted in Figures 5a and 5b (also see Riverfront Linear Park objective).

C.1.a.5. Establish policy for vegetation management of river bank, riparian, wetland, and other natural resource areas through sustainable landscaping and controlling invasive species based upon introducing and supporting plants appropriate to the local urban aquatic and riparian areas and zones.

C.1.a.6. Incorporate into the Glenwood Mixed-Use Riverfront Plan District and the Springfield Engineering Design Standards And Procedures Manual, as appropriate, riverfront/river bank design concepts for developing an urban river's edge along the Glenwood Riverfront that improves conditions for fish, wildlife, plants and people.

C.1.b. Integrate natural resources, urban interface/built environment, and water resources management.

C.1.b.1. Establish and maintain riparian habitat connectivity to the maximum extent practicable, while allowing for and managing appropriate and limited public access to the river, as well as sight lines through the riparian area, as depicted in Figure 6.

C.1.b.2. Limit recreation and associated improvements within the Riparian [~~and Willamette Greenway~~ Setback ~~areas~~] to passive activities including, but not limited to: picnicking; pedestrian activities; [~~by~~]bicycling; bird watching; fishing; educational, interpretive, and directional signage; and riverfront viewing.

C.1.b.3. Locate a multi-use path at the outer most edge of the Riparian [~~and Greenway~~ Setback ~~areas~~], to the maximum extent practicable.

C.1.b.4. Allow for Low Impact Development approaches for Stormwater Quality Management facilities and/or wetland educational parks that establish or restore natural stormwater functions to be within the riparian boundary and setback, as depicted in Figures 7 and 8.

C.1.b.5. Utilize the objectives, policy and implementation strategies listed in the Riverfront Linear Park section of this document.

C.2. Flood Plains…