

**PROF 1 DLCD Notice of Proposed Amendment**

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For DLCD Use Only

**THIS FORM MUST BE RECEIVED BY DLCD AT LEAST 45 DAYS PRIOR TO THE FIRST EVIDENTIARY HEARING PER ORS 197.610, OAR CHAPTER 660, DIVISION 18**

Jurisdiction: **Springfield and Lane County**

Date of First Evidentiary Hearing; **2-17-10**

Local File Number: **LRP 2009-00014**

Date of Final Hearing: **TBD**

Is this a **REVISION** to a previously submitted proposal?

X No Date submitted: December 31, 2009

X Comprehensive Plan Text Amendment

X Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

X Urban Growth Boundary Amendment

Transportation System Plan Amendment

Other:

Briefly Summarize Proposal. Do not use technical terms. Do not write "See Attached"(limit 500 characters):

**Co-adopt Springfield 2030 Refinement Plan text and diagrams implementing HB 2007 Or Laws Chapter 650 (HB 3337) and ORS 197.295 to 197.314, establishing a separate urban growth boundary, demonstrating that Springfield's comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated needs for 20 years, and adopting related goals, objectives, findings, policies, designations, measures, analyses, determinations, and inventories.**

Has sufficient information been included to advise DLCD of the effect of proposal? X Yes, text is included

For Map Changes: Include 8½"x11" maps of Current and Proposed designation. X Yes, Maps included

Plan map changed from: Possible rural and resource to various urbanizable and urban; possible urbanizable and urban to other urbanizable and urban.

Zone map changed from: NA To: NA

Location of property (do not use Tax Lot): (1) lands within current Eugene-Springfield Metro urban growth boundary and east of I-5; (2) potentially other lands outside but within 3 miles of current urban growth boundary.

Previous density: Various New density: Various, subject to future rezoning for urban uses consistent with urbanization policies and other prerequisites. Acres involved: Unknown until final decision.

Applicable statewide planning goals:

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X				

Is an exception to a statewide planning goal proposed? X NO

Affected state or federal agencies, local governments or special districts (It is jurisdiction's responsibility to notify these

**Regional: Lane County, all cities within Lane County, L-COG, SUB, EWEB, MWMC, LTD, Willamalane, School Dists. 19 and 4J, LCC, U of O. State: DLCD, ODOT, DEQ, ODFW, DSL, Or.**

**Depts. of Agriculture, Forestry, Water Resources, and Economic and Community Development:**

**Federal: EPA, BPA, COE, NMFS.**

Local Contact: **Linda Pauly, Planning Supervisor**  
 Address: City of Springfield DSD, **225 Fifth Street,**  
 Fax Number: **(541) 726-3689**

Phone: (541) 726-4608 Extension:  
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**DLCD file No.** \_\_\_\_\_

# Springfield 2030 Refinement Plan

## OVERVIEW OF PROPOSED METRO PLAN AMENDMENT, DRAFT PLAN POLICIES & IMPLEMENTATION ACTIONS

LRP 2009-00014

December 31, 2009

### ***Significant Land Use Planning Update***

In order to carry out the mandate of 2007 Or Laws Chapter 650 requiring Springfield to separately establish its own urban growth boundary pursuant to statewide land use goals, Springfield staff are preparing a city-wide comprehensive planning document– the *Springfield 2030 Refinement Plan* (SRP). This plan will be a refinement plan of the Metro Plan for the metro urban area east of I-5 that will establish a separate Urban Growth Boundary (UGB) for Springfield as required by ORS 197.304. The Springfield UGB is required to provide a 20-year supply of land to meet the City’s projected needs, consistent with all applicable planning goals, statutes and administrative rules. The SRP will articulate Springfield’s preferred future land use vision and a development/redevelopment implementation strategy to support incremental achievement of that vision over the planning period. [See Section A – Draft Springfield 2030 Refinement Plan and Section B – Work Programs.](#)

This proposed Metro Plan Amendment is Springfield’s response to the HB 3337 mandate. Development of the SRP is a significant step for Springfield. The SRP diagram and policies herein establish a separate UGB and land use inventories for Springfield and lay foundation for future updates to Springfield’s neighborhood refinement and specific area plans. The SRP includes a parcel-specific plan diagram that refines the general Metro Plan diagram (referred to locally as the “blob” map). Transitioning to a city-wide specific plan map to implement updated land use goals and policies and guide development and redevelopment is a major undertaking that will require a more specific level of detail, citizen involvement at the neighborhood level, considerable attention to urban design, housing affordability, public safety, transportation and public facilities elements, etc. The City intends to develop additional specific plans and policies incrementally and the SRP will address Springfield’s work program for future planning studies to accomplish these tasks. Supplemental information about two concurrent planning studies (Springfield Downtown District Plan and Glenwood Refinement Plan Update) have been included in this draft policy package as examples of the type of land use plans the City intends to prepare and adopt as resources are available and as the Springfield City Council identifies future goals and priorities.

Springfield’s setting, topography and natural assets make the City an attractive place to live and work and provide impetus for new development and redevelopment that takes advantage of these features. These same assets also present significant challenges to achieving a compact urban development form as the city and region grow. Springfield’s buildable land supply is constrained by slopes, wetlands, and riparian resource areas. Future urban development in and adjacent to these constrained areas will



require Springfield to determine how conflicting statewide planning goals and Metro Plan policies will be balanced and addressed and at what cost to the city and region. For example, the majority of Springfield's vacant residential land is located on slopes greater than 15 percent, in hillside areas that may be impossible to serve with public transportation.

### ***Key Elements of the Proposed Metro Plan Amendment***

The preliminary draft SRP Urbanization, Economic and Residential plan policies included in this package of Metro Plan amendments are focused primarily on the 20-year land supply - a Springfield UGB (UGB Alternatives Analysis) and adoption of measures intended to use urbanizable and already-developed land more efficiently (Proposed Land Use Efficiency Measures Implementation). Public review of the preliminary draft UGB concepts and elements will inform further policy development of these and additional plan elements. The Springfield and Lane County Planning Commissions will conduct joint public hearings on the SRP beginning in February 2010.

The SRP contains plans and policies to address specific deficiencies identified in the recently completed land use inventories. These plans and policies include:

- 1) a separate urban growth boundary. [See Section A – Plan Diagram.](#)
- 2) a proposed 640-acre UGB expansion to provide sites for future employment growth. [See Section F – UGB Alternatives Analysis and Section A – Urbanization Element.](#)
- 3) an Urbanization Element describing Springfield's proposal to designate the newly-urbanizable areas as "Urban Holding Areas" that require a Metro Plan Amendment process prior to annexation and urbanization. The UGB Alternatives Analysis will be adopted as an appendix to the Urbanization Element. [See Section A – Urbanization Element and Section F – UGB Alternatives Analysis.](#)
- 4) an Economic Element that articulates Springfield's economic development goals, objectives, and implementation actions to support Springfield's development/redevelopment strategy. The *Commercial & Industrial Lands Inventory & Economic Opportunities Analysis*, and *Economic Development Objectives and Implementation Strategies*) will be adopted as appendices of the Economic Element. [See Section A – Economic Element.](#)
- 5) a Residential Land & Housing Element that includes Springfield's proposed housing density and mix to provide land for needed housing and a preliminary proposal to designate land for high density housing in the Glenwood North Riverfront Corridor and in Downtown Springfield. The Springfield Residential Land and Housing Needs Analysis will be adopted as an appendix of the Residential Land & Housing Element. [See Section A – Residential Land and Housing Element.](#)

The final decision to adopt the **Springfield 2030 Refinement Plan Metro Plan** amendment will be an action that requires co-adoption by both the City Council and Lane County Board of Commissioners. The Springfield City Council and Lane County Board of Commissioners will conduct public hearings on the *Springfield 2030 Refinement Plan* later in 2010.

### ***Springfield Land Studies and Community Visioning***

In 2009, Springfield completed residential (RLS) and commercial and industrial (CIBL) land studies to determine needs and to compare identified needs with the available capacity for growth and redevelopment. The work products of the studies were prepared by the City's consultant ECONorthwest and staff in collaboration with the CIBL Stakeholder Advisory Committee, the CIBL Technical Advisory Committee and the Residential Lands Stakeholder Committee. The City has provided ample opportunities for meaningful citizen involvement throughout the land studies process. The studies were informed by the results of a Community Development Survey, two community visioning workshops, stakeholder interviews, and public open houses. Work sessions with the Planning Commission and City Council were held at each step of the process to review and refine the work in progress.

The Springfield City Council has adopted/will adopt the following work products of these studies: 1) the *Springfield Residential Land and Housing Needs Analysis*, 2) the *Commercial & Industrial Lands Inventory & Economic Opportunities Analysis*, and 3) the *Economic Development Objectives and Implementation Strategies*. These planning documents provide Springfield with baseline inventories, analyses and needs determinations as an incremental step towards the City's compliance with its statutory obligations under ORS 197.304(1)(a)&(b),(2) and (3) and provide a factual basis for developing the plan designations and plan policies that will guide growth and redevelopment activity to meet community objectives. These studies are supplemental appendices to the Springfield 2030 Refinement Plan and thus are included in the proposed Metro Plan Amendment. [See Section G - 2030 Plan Attachments.](#)

### ***Springfield's Response to the 2007-2009 Land Studies and Citizen Involvement Process: Springfield 2030 Refinement Plan***

The results of the land studies identify Springfield's needs as well as its opportunities, providing clear directives for policy development. Through adoption of the *Springfield 2030 Refinement Plan (SRP)*, Springfield will articulate the City's policy response to the needs analyses. The proposed Metro Plan amendments contained within the SRP will provide Springfield-specific refinements to existing Metro Plan policies. In some cases Springfield's proposed policies and actions may not be consistent with Metro Plan policies and will require amendments to Metro Plan text. [See Sections B and C - Proposed Eugene-Springfield Metro Plan Amendments to Implement HB 3337.](#)

### ***Land Use Efficiency Measures Implementation***

The Springfield City Council and Planning Commission have directed staff to prepare policies and implementation tools to meet Springfield's future land use needs. The Residential Lands Stakeholder Committee and Planning Commission reviewed and prioritized potential Land Use Efficiency Measures for Springfield and recommended that the City Council consider implementing these measures or consider changing existing policies to increase the land-use efficiency derived from these measures. Two public open houses were conducted in April-May 2009 to gather input on the proposed measures. In April 2009, the City Council directed staff to work with the Planning Commission to develop the planning tools necessary to implement the new measures. The SRP includes proposed policies to supplement and/or refine Metro Plan policies and in some cases proposes new plan designations to

address the Land Use Efficiency Measures. [See Section D - Proposed Land Use Efficiency Measures Implementation.](#) [See Section E - Proposed Plan Designation Changes.](#) Please note: The City is submitting a concurrent Notice of Proposed Amendment to the Department of Land Conservation and Development of proposed amendments to the Springfield Development Code to implement Land Use Efficiency Measures Phase One (LRP 2009-00015).

The SRP will include the following plan elements: 1) an Urbanization Element consisting of goals, policies, and implementation actions consistent with statewide planning Goal 14; 2) a Land Use and Urban Design Element that provides Springfield’s proposed plan diagram for lands contained within Springfield’s Urban Growth Boundary and a description of Springfield’s plan designations, plan districts and neighborhoods; 3) a Residential Land and Housing Element consisting of goals, policies, and implementation actions consistent with state needed housing statutes and Statewide Planning Goals 10 Housing; and 4) an Economic Development Element consisting of goals, policies, and implementation actions consistent with statewide planning Goal 9. [See Section A – Draft Springfield 2030 Refinement Plan and Section B – Work Programs.](#)

A key land use challenge for the City of Springfield is how it will accommodate its projected share of regional economic and population growth while also preserving and enhancing the city’s quality of life and uniqueness. The City Council directed staff to work with the Planning Commission to develop new plan policies and zoning ordinances to implement additional Land Use Efficiency Measures in Springfield. Adoption of these measures — such as increasing density along transit corridors and allowing small lot development — will provide a planning framework to facilitate compact urban development consistent with state mandates while supporting multiple community planning objectives and City Council Goals.

Planning staff and the City’s consultant ECONorthwest have gathered input across a broad spectrum to identify and evaluate potential efficiency measures. Options have been presented to the community via online surveys, planning workshops and open houses; and work sessions with stakeholder and focus groups, the Planning Commission and the City Council. Staff will continue to seek public input on the proposed measures as we move forward with public hearings. Some measures will result in new plan designations and/or density ranges adopted into the *Springfield 2030 Refinement Plan*. Others will be implemented through amendments to the Springfield Development Code.

The proposed SRP plan designations and policies to implement Land Use Efficiency Measures are informed by two significant concurrent planning processes – the Springfield Downtown District Plan and Implementation Strategy and the Glenwood Refinement Plan Update. Springfield’s proposed growth management strategy relies heavily on redevelopment. The Downtown and Glenwood planning studies will articulate detailed redevelopment strategies for two of the City’s key redevelopment areas. The City intends to incorporate plan changes and policy amendments into subsequent drafts of the SRP as these studies are finalized.

It is the City’s intent to have the *Springfield 2030 Refinement Plan’s* goals, objectives, policies and recommendations outline a growth strategy with five broad components:

- Promote compact, orderly and efficient urban development by guiding future growth to planned redevelopment areas within the established portions of the city, and to planned new neighborhoods where future expansion may occur.
- Encourage a pattern of mixed land uses and development densities that will locate a variety of different life activities, such as employment, housing, shopping and recreation, in convenient proximity, to encourage and support multiple modes of transportation, including walking, bicycling, and transit, in addition to motor vehicles both within and between neighborhoods and districts.
- Balance the goals of accommodating growth and increasing average density within the city with the goals to stabilize and preserve the established character of sound older neighborhoods by clearly defining locations where redevelopment is encouraged, and by requiring that redevelopment be guided by a detailed neighborhood refinement or special district plan.
- Use selective, planned redevelopment at appropriate locations as one method of providing additional land use diversity and choices within districts and neighborhoods currently characterized by a limited range of land uses and activities.
- In both redevelopment areas and new growth areas on the periphery, establish planning and design standards that will promote economically viable development of attractive, affordable and engaging districts and neighborhoods.

The Housing Element of the plan will include Springfield-specific policies to guide future residential and residential mixed-use development and redevelopment in a manner that will provide for the projected housing needs of our community. In some cases, the plan diagram will propose redesignations and/or new designations for specific parcels in response to deficiencies identified in the findings and conclusions of the Residential and Commercial and Industrial Buildable Lands studies and to resolve existing plan-zone conflicts and/or inconsistencies. The housing capacity analysis and Goal 14 UGB Alternatives Analysis are iterative processes, so the exact amount of land needed for projected residential growth is subject to adjustment throughout the public policy review process.



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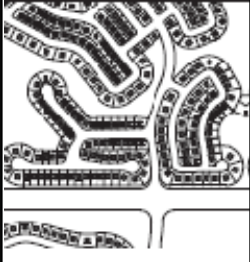














# Springfield 2030 Refinement Plan

Section A: Proposed Plan Elements and Plan Diagram

January 29, 2010

# DRAFT SPRINGFIELD 2030 REFINEMENT PLAN

*How can the City grow within its limits? How would neighborhoods change?  
What pattern should new growth take? How can growth enhance neighborhoods?*

Existing Land Use Patterns	Future Land Use Patterns?
<p>Single Family Subdivisions</p> 	 
<p>Multi Family Subdivisions</p> 	 
<p>Shopping Centers &amp; Strips</p> 	 
<p>Business Parks &amp; Campuses</p> 	 
<p>Malls</p> 	 





DRAFT

# Springfield 2030 Refinement Plan

December 31, 2009

Prepared by:

Development Services Department  
Community Planning & Revitalization Division  
City of Springfield

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# SPRINGFIELD 2030 REFINEMENT PLAN

Draft: December 31, 2009

## **CHAPTER I: INTRODUCTION**

### **PURPOSE**

The Springfield 2030 Refinement Plan (2030 Plan) is a special-purpose refinement plan developed to implement a 2007 statute requiring Springfield to establish a separate urban growth boundary in accordance with state land use goals and to assure that its boundary provides a 20-year supply of residential lands. The 2030 Plan is the latest of several Springfield refinement plans that refine and augment the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). It is the second such refinement plan to include lands outside the city limits and within the urban growth boundary.

The 2030 Plan will guide decision-makers and stakeholders as they manage the growth, development, redevelopment and conservation activities anticipated to occur within Springfield's jurisdictional boundaries during the 20-year period ending in 2030.

The 2030 Plan began as the City's response to the most basic requirement of 2007 Or Laws Chapter 650 (HB 3337): undertake a residential land and housing needs determination by December 31, 2009. As the work program for this task was prepared and discussed with the City Council, the Council determined that full compliance with the ultimate requirement of HB 3337, to "separately establish" an urban growth boundary for Springfield "pursuant to statewide planning goals" would require an assessment of all land use inventories, not just residential. It became clear that separate land use inventories, new economic development strategies, new residential density efficiency measures, a separate urban growth boundary and a new planning horizon of 2030 would effectively require an updated, special comprehensive plan for the City of Springfield.

Because Springfield already has an acknowledged comprehensive land use plan (Eugene-Springfield Metropolitan Area General Plan or Metro Plan) in partnership with the City of Eugene and Lane County, the 2030 Plan is a refinement plan of the Metro Plan for land east of Interstate 5 Highway.

The focus of the 2030 Plan is on the land use inventories, development/redevelopment strategies and a separate urban growth boundary. Except as necessary to implement HB 3337, the Plan continues to rely on the Metro Plan and the other functional plans, refinement plans, and implementing ordinances that have been adopted, acknowledged, and updated over the years, beginning with the initial acknowledgment of the Metro Plan in 1982, and continuing through two periodic reviews, ending in 1987 and 2007.

The current Metro Plan requires adoption of urban growth boundary amendments and text amendments to the Metro Plan by all three Metro Plan area jurisdictions. However, the separate urban

growth boundary, inventories, determinations, findings, policies, and other elements of the Springfield 2030 Refinement Plan do not require adoption by the City of Eugene to take effect because (a) they implement the mandates of HB 3337, and (b) they apply only within Springfield’s jurisdictional area (east of Interstate 5), as defined by HB 3337 and the Metro Plan.

Adoption of this refinement plan and urban growth boundary does not repeal or otherwise affect the applicability or acknowledged status of the Metro Plan or any of its elements outside Springfield's jurisdictional area. It does, however, update narratives, findings, analyses, policies, maps, and other content as necessary to comply with applicable statutes, statewide land use goals, and interpretive rules for the 2010-2030 plan period.

Effective date: This refinement plan and the Springfield 2030 Urban Growth Boundary will take effect upon the date that acknowledgment of compliance with state land use goals becomes final and no longer subject to direct appeal.

## **ORGANIZATION**

The 2030 Plan is divided into six chapters and an appendix of findings, reports, analyses and other supporting documents. Most of the chapters include policies or implementation actions consistent with the Metro Plan and applicable statewide land use planning goals. In some cases these policies and implementation actions are newly derived from the public process that was developed to shepherd the work of HB 3337 implementation. In other cases the policies have been excerpted from the Metro Plan because they continue to be effective and appropriate for Springfield.

Chapter 1 is this introduction and includes a description of the purpose of the 2030 Plan, how the Plan works with all other plans applicable in Springfield, and in particular, how the Springfield 2030 Refinement Plan relates to the Metropolitan Area General Plan.

Chapter 2 is an introduction and explanation of Springfield’s first-ever urban growth boundary that it does not share with the City of Eugene. The establishment of an urban growth boundary “separately from any other city within Lane County” is a specific requirement of HB 3337 and ORS 197.304. Chapter 2 establishes new policies addressing urbanization of land between the city limits and UGB and in particular the processes required to convert this land from rural to urban use through annexation and approval of master plans. This Chapter provides plan designations, policies, and procedures for the reclassification of urbanizable and newly-urbanizable lands to urban lands through annexation and approval of master plans.

Chapters 3, 4 and 5 comprise the core “land use” chapters in the 2030 Plan and are a direct result of HB3337 implementation. Chapter 5 contains new economic development strategies resulting from the first-ever economic opportunities analysis of Springfield. The city determined early in the process that creating a new UGB exclusively for Springfield (one requirement of the 2007 law), and doing it in

accordance with state land use goals (another requirement of the 2007 law), means assuring that the new UGB provides all land needed for the 20-year period, not just residential land. Much of the content of Chapter 5 is new to Springfield and this region and incorporates the most recent changes to Goal 9 and the administrative rule implementing Goal 9.

Chapter 4 includes the residential land and housing needs determination required under ORS 197.296 and ORS 197.304. This chapter includes a discussion of the buildable lands inventory analysis, table and map products of this analysis, and efficiency measures adopted as Code amendments in response to ORS 197.296(6&7).

Chapter 6 addresses expansion of the City's urban infrastructure to areas newly added to the City's urban growth boundary. The policies of this chapter and those found in Chapter 3 comprise the bulk of the City's strategy and policies regarding urbanization of this land.

Plan Map – The Plan is a site-specific map that includes the new urban growth boundary and the plan designation of all land within the urban growth boundary of Springfield. The boundary of all neighborhood refinement plan areas also appears on the plan map. The 2030 Plan map constitutes the only comprehensive plan map for the urbanizable area of Springfield, including all references to a plan diagram for Springfield contained in the Metro Plan.

The appendix contains the City's land use inventories, the Economic Opportunities Analysis, proposed residential development efficiency measures, numerous maps displaying a variety of data, and findings demonstrating consistency with statutory mandates, the Metro Plan, functional plans and neighborhood refinement plans, and with statewide goals, rules and statutes.

### **HB 3337– 2007 Or Laws Chapter 650**

HB 3337, which was enacted into 2007 Oregon Laws Chapter 650 and ORS 197.304, requires Springfield and Eugene to update their residential lands inventories and to establish separate urban growth boundaries that (a) meet their respective residential land needs for the next 20 years; and (b) comply with all applicable state land use statutes, goals, and rules.

More specifically, HB 3337 mandates each city to complete the residential lands inventory, analysis, and determination of need for additional lands that is required by the state "Needed Housing Statute," ORS 197.296, by January 1, 2010.

The 2030 plan adopts Springfield's separate urban growth boundary. It also adopts the required inventory, analysis, and determination; adopts the commercial and industrial buildable lands inventory; adopts the economic opportunities analysis and economic development strategies undertaken concurrently with the needed housing determination; adopts all other policies necessary for compliance with all other statewide planning goals, administrative rules and statutes applicable to the City of Springfield; and prescribes additional "alternative measures" designed to reduce the need for additional

land by realistically increasing the capacity of lands inside Springfield's share of the existing acknowledged regional UGB.

In order to assure compliance with the 2007 statute and applicable state land use goals, the Springfield 2030 Plan also addresses other urban land needs for the same 20-year planning period, such as land for parks, schools, open space, and public facilities. This plan provides mechanisms such as urban holding zones and master planning requirements to assure that the requisite infrastructure planning is in place before urbanizable lands are developed for urban uses.

Finally, this plan sets forth a variety of implementation measures to assure that newly-urbanizable lands within the Springfield Urban Growth Boundary are available for development and redevelopment at times, in locations, and in forms that meet identified needs during the 20-year planning period beginning in 2010 and ending in 2030.

HB 3337 does not require Springfield, Eugene and Lane County to terminate the current jointly adopted, jointly administered, jointly acknowledged Metro Plan. The law requires Springfield and Eugene to determine if they have enough residential land as provided in ORS 197.296 for a 20-year period and establish separate UGBs "consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan." Even though these mandates render certain provisions of the Metro Plan inapplicable in Springfield (e.g. a single metropolitan UGB, a single metropolitan residential land inventory, and a single employment land inventory), many other policies and provisions are unaffected by the law and continue to be necessary for Springfield to maintain compliance with all applicable statewide land use planning goals.

Appendix      to this 2030 Refinement Plan is an annotated copy of the current Metro Plan, identifying those provisions of the plan that are affected by the 2007 legislature's enactment of HB 3337, as implemented by this plan.

The Metro Plan includes a plan diagram that shows the general location of the metropolitan area urban growth boundary and each of the Plan's various land use designations at a scale of approximately 1:7,000. The Metro Plan diagram was never intended to be a site-specific map and as a result both cities have undertaken the preparation and adoption of neighborhood refinement plans and specific interpretations of the plan diagram to fix the precise location of a variety of features represented on the diagram. The new diagram adopted with the 2030 Refinement Plan is a site-specific representation of Springfield's UGB and land use inventories and as such, replaces the Metro Plan diagram (April 2004) as the acknowledged comprehensive plan map for all land east of I-5 and within Springfield's UGB.

As stated in the preceding text, the 2030 Plan is the guiding policy document for all land use decisions within Springfield's urban growth boundary. Supplemental planning documents such as functional plans, neighborhood refinement plans and special area plans support the 2030 Plan with greater detail and with implementation actions that carry out the specific purpose of these specialty plans.

State needed housing statutes require cities with more than 25,000 people to prove that they can accommodate projected residential land needs for the next 20 years, counting from the date initially scheduled for completion of a legislative review of an urban growth boundary. Adoption of this plan has been scheduled for December 31, 2009. The next 20 years will begin with the year 2010. It will end with the year 2030.

## **RELATIONSHIP TO METRO PLAN AND OTHER PLAN ELEMENTS**

The Springfield 2030 Plan substantially replaces the Metro Plan as Springfield's primary land use plan for the plan period ending in 2030. However, the Metro Plan remains the general framework plan for the region, and the 2030 Refinement Plan is consistent with the Framework plan and all other elements of the region's comprehensive plan except insofar as reasonably necessary to allow Springfield to implement the mandates of HB 3337.

Because the 2030 Plan involves land outside the city limits and includes the adoption of an urban growth boundary and management of unincorporated urbanizable lands, it must be co-adopted by Lane County, either as a whole or with respect to the urban growth boundary and those parts of the 2030 plan applicable to unincorporated lands.

The 2030 Plan also must be consistent with the applicable coordinated county population forecast. This plan addresses the 20-year planning period ending in 2030 based upon Lane County's 2009 coordinated population forecast.

Finally, in the event that state law governing the prioritization of land for inclusion in urban growth boundaries requires the city and county to select lands outside the current regional Metropolitan Plan jurisdictional boundary, this plan, as adopted, may conflict with those Metro Plan boundary provisions as well as provisions of the Lane County Rural Comprehensive Plan. In that case, those aspects of this plan will supplant the conflicting provisions of the other plans pursuant to the requirement of the 2007 statute that the cities of Eugene and Springfield establish their separate urban growth boundaries "notwithstanding intergovernmental agreements and acknowledged comprehensive plan provisions to the contrary."

The Metro Plan performs a critical regional function by providing policy guidance for the coordination and implementation of regional transportation planning, regional public facilities and services provision, solid waste, intergovernmental and cooperative service agreements, and regional problem-solving. The functional plans of the Metro Plan, the *Regional Transportation System Plan* and the *Public Facilities and Services Plan*, continue to serve the same purpose for Springfield, and for the Springfield 2030 Plan, that they have served for the Metro Plan since their adoption.

The Metro Plan is the guiding land use policy document for land use decisions except insofar as inconsistent with the "notwithstanding acknowledged comprehensive plans" language of HB 3337. As explained in its Purpose Statement,



“The Metro Plan sets forth general planning policies and land use allocations and serves as the basis for the coordinated development of programs concerning the conservation of physical resources, furtherance of assets, and development or redevelopment of the metropolitan area.”

However, as the Metro Plan also explains, “it is not the only such document.” Refinement plans serve a variety of purposes:

“Refinements to the *Metro Plan* can include: (a) city-wide comprehensive policy documents. . . ; (b) functional plans and policies addressing single subjects . . . ; and (c) neighborhood plans or special area studies that address those issues that are specific to a specific geographical area.” Metro Plan I-5.

The refinement planning process is provided by the Metro Plan as a means of addressing the special needs of specific geographic areas and/or special purpose or functional elements, “as determined appropriate by each governing body.” Metro Plan IV-5.

The following terms have the same meaning in this refinement plan as they have in the Metro Plan:

A **goal** is a broad statement of philosophy that describes the hopes of the people of the community for the future of the community. A goal may never be completely attainable, but is used as a point to strive for.

An **objective** is an attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

A **finding** is a factual statement resulting from investigation, analysis, or observation.

An **assumption** is a position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.

A **policy** is a statement adopted as part of the Springfield 2030 Plan to provide a consistent course of action, moving the community toward attainment of its goals.

The **Springfield 2030 Refinement Plan Diagram** is a graphic depiction of: (a) the broad allocation of projected land use needs in Springfield’s share of the metropolitan area; and (b) goals, objectives, and

policies embodied in the text of the Springfield 2030 Plan. The Springfield 2030 Plan Diagram depicts land use designations, the Springfield 2030 urban growth boundary, the Metro Plan Boundary (Plan Boundary) east of Interstate 5, and major transportation corridors.

The **Springfield Urban Growth Boundary (Springfield UGB)** is a line delineated on a map adopted by the City of Springfield and Lane County that separates urban and urbanizable land from rural land for the City of Springfield.

The **Springfield Urban Growth Area** is the area inside the Springfield Urban Growth Boundary.

**Urban Lands** are lands within the City of Springfield. These lands had already been acknowledged as urban lands under the Metro Plan when Springfield established its separate UGB.

**Urbanizable Lands** are those unincorporated lands between the city limits and the acknowledged Eugene-Springfield Metropolitan Area UGB. These lands had already been acknowledged as urbanizable lands under the Metro Plan when Springfield established its separate UGB.

**Newly Urbanizable Lands** are those additional unincorporated lands included in the separate Springfield UGB that were not within the acknowledged Eugene-Springfield Metropolitan Area UGB and were classified as rural lands until Springfield established its separate UGB.

## **PLAN CONSISTENCY AND CONFLICT RESOLUTION**

The current Metro Plan has a single urban growth boundary for Eugene and Springfield, based on a combined determination of regional need for land for residential, commercial, industrial, and other urban uses. Pursuant to HB 3337, this refinement plan will establish a separate urban growth boundary for Springfield based upon a separate but coordinated determination of its share of projected urban land needs for the next 20 years.

Refinement and functional plans must be consistent with the framework plan, except where the framework plan is preempted by state land use goals, rules, or statutes. HB 3337, for example, preempts provisions of the region's comprehensive plan to the extent that they are inconsistent with the ability of each to "separately establish" its own urban growth boundary and to complete related tasks in the manner and within the time limits imposed by the statute.

Where potential conflicts between the Metro Plan and the 2030 Plan are identified, the conflict shall be addressed and resolved as follows: First, determine whether there is actually a conflict. If so, then determine whether it comes within the "notwithstanding acknowledged comprehensive plan provisions" language of HB 3337. If not, then resolve the conflict in favor of the Metro Plan.

Where conflicts between a refinement plan or functional plan and the 2030 Plan are determined, the provisions of the 2030 Plan shall prevail.

Figure A lists the currently acknowledged and applicable elements of the metro region's comprehensive plan: [LIST from Metro Plan](#)

Figure A

n neighborhood refinement plans within Springfield's UGB. Each refinement plan augments, interprets and implements the Metro Plan and the 2030 Plan by providing more detailed policy direction for land use actions within its boundaries. Together, the Metro Plan, the 2030 Plan, and the functional and refinement plans make up the comprehensive plan for Springfield. However, refinement plans and functional plans are subordinate to the Metro Plan and the 2030 Plan.

These acknowledged elements of the comprehensive plan include, in addition to refinement plans specific to areas west of I-5:

- The Springfield Development Code
- TransPlan
- The Metropolitan Public Facilities and Services Plan
  
- The Metropolitan Natural Resources Study
- The Natural Resources Functional Plan
- The Gateway Refinement Plan
- The Mid-Springfield Refinement Plan
- The East Kelly Butte Refinement Plan
- The East Main Refinement Plan
- The Mohawk Boulevard Specific Development Plan
- The Q Street Refinement Plan
- The Springfield Downtown Refinement Plan
- The Glenwood Refinement Plan
- The Springfield Wetlands Conservation Plan
- The Springfield Wellhead Protection Plan
- The Forest Lands Study
- The Agricultural Lands Study
- The Sand and Gravel Study
- The Willamalane Parks, Recreation, and Open Space Plan

There are also the following intergovernmental agreements, cooperative agreements and urban services agreements between the city, other governments and service providers in compliance with ORS 190 and 195:

- Lane County: Urban Services Agreement, adopted 1986
- MWMC:
- SUB:
- EWEB:
- LTD
- School District 19J
- School District 4J

# SPRINGFIELD 2030 REFINEMENT PLAN

## URBANIZATION ELEMENT

*Preliminary Draft: December 31, 2009*

### **OVERVIEW**

The purpose of this chapter is to identify the goals, policies and implementation actions that the City of Springfield, in cooperation with Lane County, has adopted to comply with Statewide Planning Goal 14, Urbanization. These policies are supplemental to and refinements of the Eugene-Springfield Metropolitan Plan Growth Management policies (IIC) and the Goals, Findings and Policies contained in the Urban and Urbanizable Land Element (IIE).

Goal 14. Urbanization – To provide for an orderly and efficient transition from rural to urban land use.

To comply with Statewide Goal 14, the City of Springfield and Lane County have adopted:

- An Urban Growth Boundary (UGB);
- Policies concerning the regulation and management of land within the Urban Growth Boundary; and
- An intergovernmental agreement that describes criteria and procedures for regulation and management of land within the Urban Growth Boundary

Springfield's 2030 Urban Growth Boundary is shown on the parcel-specific 2030 Springfield Comprehensive Plan Urban Growth Boundary Map, which is adopted as part of this plan.

Springfield's 2030 UGB includes all of the lands and waters within the current acknowledged Eugene-Springfield Urban Growth Boundary east of the centerline of Interstate 5, together with the following additions, shown in more detail on the map below.

Insert UGB map here after selection of locally preferred alternative. Map shall identify the newly Urbanizable Areas.

### **GOALS**

1. To direct development within the Springfield UGB at urban level densities in a phased and orderly manner, and with the provision of an adequate level of urban services, including but not limited to public water, wastewater, stormwater management systems and urban streets.

2. To establish and maintain an Urban Growth Boundary for Springfield that provides adequate urban and urbanizable land to accommodate the projected population over the 20-year planning period.
3. To cooperatively direct and manage urban growth in the Springfield area to provide and maintain a 20-year land supply and to protect resource land best suited for non-urban uses from incompatible urban encroachment.

## **POLICIES AND IMPLEMENTATION ACTIONS**

### **Springfield Urban Growth Boundary (UGB)**

1. The Springfield Urban Growth Boundary shall be located consistently with Springfield's jurisdictional area of responsibility as defined in the Metro Plan.
2. The establishment and amendment of the Springfield Urban Growth Boundary shall be a cooperative process between the City of Springfield and Lane County.
3. The City of Springfield shall continue to coordinate with Lane County to adopt population forecasts to use as the basis for 20-year planning. The following population and employment forecasts have been adopted for City of Springfield in the year 2030:

Population: 81,607

Employment: 13,440 new employees (using the OAR 660-024-0040(8)(a)(ii) safe harbor methodology).

4. The Springfield Urban Growth Boundary shall provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space, in accordance with state statutes, goals, and rules, over a 20-year planning period commencing with the year initially scheduled for completion of any legislative review of the urban growth boundary, as follows:
  - a. In order to maintain current 20-year supplies of urban and urbanizable lands, legislative reviews of the urban growth boundary shall be completed every five years beginning with the year 2009.
  - b. Interim legislative reviews may be initiated by either governing body and scheduled for completion before the 5th year, in which case the interim review completion date shall become the base year for subsequent five-year legislative reviews.

## **Urbanizable and Newly Urbanizable Lands**

5. The Springfield Urban Growth Boundary shall consist of (a) the area of the currently acknowledged Metropolitan Urban Growth Area that is east of Interstate 5 and (b) additional "newly urbanizable lands" east of Interstate 5 reasonably necessary to provide 20-year supplies of land for residential, commercial, industrial and other employment uses consistent with applicable state land use statutes, goals, and rules. Such "newly urbanizable lands" shall be selected in accordance with ORS 197.298, LCDC Goal 14, and LCDC's Urban Growth Boundary Rule, OAR Chapter 660, Division 24.
6. Urbanizable lands within the 2030 UGB that are within the existing acknowledged UGB shall be converted to urban uses as provided in the Metro Plan.

## **Urban Holding Area (UHA) Interim Plan Designation**

7. Urbanizable lands within the Springfield UGB that are in addition to those within the currently acknowledged Metropolitan Urban Growth Area that is east of Interstate 5 shall be identified as "newly urbanizable lands" and shall be designated "Urban Holding Area" (UHA) consistent with the site needs criteria for their inclusion in the UGB. The Springfield Refinement Plan diagram assigns the Urban Holding Area designation to the newly urbanizable lands as an interim plan designation that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary. The transportation planning rule requirements under OAR 660-012-0060 shall be addressed prior to any redesignation that allows urbanization.
8. All master plans for urban development on newly urbanizable lands shall require that development of such lands is consistent with the Urban Holding Area designations for such lands and with the site needs criteria for their inclusion in the UGB as expressed in the applicable Economic Opportunities Analysis, Residential Lands Analysis, UGB Alternatives Analysis, and related findings adopted in support of their inclusion.

## **Land Use Efficiency Measures Implementation**

9. Springfield shall use existing and supplemental efficiency measures to help meet needs for housing and other urban needs efficiently.
10. Phase One Land Use Efficiency Measures amendments to the Springfield Development Code shall be implemented concurrently with the Springfield 2030 Refinement Plan and UGB Amendments, beginning in 2010.
11. Efficiency measures may be reflected in land supply calculations to the extent that they are likely to increase supplies of land suitable and available to timely meet identified needs during the relevant planning period.

### **Focused District Specific Plans to Facilitate Urbanization through Redevelopment**

12. The City shall continue to support efficiency of land use through adoption of district and refinement plans that designate an adequate and competitive supply of land to facilitate short term and long term redevelopment activity.
13. The City and the Springfield Economic Development Agency (SEDA) shall continue to provide development tools and incentives (such as Urban Renewal support) within targeted priority redevelopment areas as funds become available to facilitate expedient and economically feasible redevelopment.
14. The City shall adopt a Downtown District Plan and Implementation Strategy in 2010 to guide significant redevelopment in downtown and shall commit to the immediate and continued implementation of the Plan as resources are available.
15. The City shall continue to partner with TEAM Springfield partners to identify and implement short term and long term actions to revitalize downtown.
16. The City shall adopt the Glenwood Riverfront District/Franklin Corridor District Plan and Focus Area One plan amendments in 2010, in cooperation with Lane County.
17. The City shall adopt the Glenwood Focus Area Two and Three plan amendments in 2011-12 in cooperation with Lane County.
18. The City shall develop annexation tools to facilitate and streamline owner-initiated annexations in Glenwood.
19. The City shall continue to seek funding opportunities and public-private partnerships to allow construction of key urban infrastructure elements to support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin Corridor multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.
20. The City shall continue to seek, evaluate and consider downtown sites for future siting of civic buildings to reinforce the downtown civic center and the downtown employment center.
21. The City shall continue to conduct focused district planning in key redevelopment areas, as directed by the City Council, as resources are available. Such efforts will review, update and supersede existing refinement plan designations and policies. The Springfield Refinement Plan will be updated continually to be inclusive of all future plan map changes in Springfield.
22. Future district specific planning processes shall identify “soft sites” with the greatest potential for redevelopment and shall include analyses to evaluate economic feasibility of redevelopment.
23. The City shall identify and include key stakeholder partners in district specific planning efforts to facilitate redevelopment through public-private partnerships.
24. The City shall continually improve Development Services permitting processes to remove regulatory impediments to redevelopment, provide efficient streamlining of permitting

processes, create incentives for redevelopment, and provide flexible design standards (clear and objective track plus discretionary track) to build on the community’s strong reputation as a friendly, welcoming and business-friendly city.

- 25. The City, as supported by the Springfield voters, shall continue to provide public policy and financial support when possible for redevelopment in Springfield. Through the annual Goal-setting process, the City Council shall identify redevelopment target areas.

**Land Inventories and Monitoring**

- 26. The City shall develop tools to monitor utilization and buildout of the land supply through the development permit record keeping process.
- 27. The City shall update its buildable lands inventory and evaluate the UGB every five (5) years beginning with the year 2010 to ensure that that boundary contains sufficient buildable land to meet projected urban growth needs for the succeeding 20-year period in conformance with Oregon Revised Statutes 195 and 197.
- 28. Definitions of constrained and unconstrained land. The land area included in the Springfield 2030 Urban Growth Boundary includes land constrained by natural features, natural hazards, natural resource protection buffers, and 230KV transmission line easements. Constraints are factors that preclude land development or affect the desirability of land for development. Constraints reduce the development capacity of land. OAR 660-009-0005(2) defines “development constraints” as 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. Add Goal 10 definition of constraints.
- 29. Assumed Constraints.

<i><b>Assumed Constraints Employment Land</b></i>	<i><b>Assumed Constraints Residential Land</b></i>
<p><u>Absolute Development Constraints.</u> The following factors are considered absolute development constraints which make employment land <u>unsuitable</u> for development:</p> <ul style="list-style-type: none"> <li>▪ Floodway</li> <li>▪ Wetlands</li> <li>▪ Riparian resource areas</li> <li>▪ Slopes greater than 15%</li> </ul> <p><u>Partial Development Constraints.</u> Land with</p>	<p><u>Unbuildable, Not Serviceable Land:</u> Tax lots or areas within tax lots with one or more of the following attributes:</p> <ul style="list-style-type: none"> <li>▪ Floodway</li> <li>▪ Wetlands</li> <li>▪ Riparian resource areas and setbacks</li> <li>▪ Areas with severe landslide potential (DOGAMI map)</li> <li>▪ Slopes greater than 25%</li> <li>▪ Easements containing a 230KV</li> </ul>



<p>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. The following factors are considered partial development constraints which make employment land unsuitable for development:</p> <ul style="list-style-type: none"> <li>▪ Floodplain</li> <li>▪ Willamette River Greenway</li> <li>▪ BPA Easements</li> </ul> <p>add footnote <i>Economic Opportunities Analysis p.10</i></p> <p><i>* 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).</i></p>	<p>transmission line</p> <ul style="list-style-type: none"> <li>▪ Small irregularly shaped lots</li> <li>▪ Publicly owned land</li> </ul> <p>add footnote <i>Housing Need Analysis p. 10 and map 3-4</i></p> <p><i>* 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).</i></p>
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30. 2010 UGB Expansion Areas. The Springfield 2030 Urban Growth Boundary includes an expansion of \_\_\_\_\_ acres. The expansion encompasses **several** newly urbanizable areas:

<b>Name of Area</b>	<b>Size</b>	<b># of Parcels</b>	<b>Location</b>	<b>Existing Uses</b>
Newly Urbanizable Area 1			adjacent to and _____ of the existing UGB, including	_____ - rural residential - farm use _____ forest use _____ - _____
<p>This area will meet the following needs for the planning period ending in 2030:</p> <p>_____ - acres needed for _____</p> <p>_____ - acres needed for _____</p> <p>This area also includes other lands that are developed, constrained or otherwise unavailable for development with needed uses as follows:</p> <p>_____ - lands over 25% slope</p> <p>_____ - lands in floodway</p> <p>_____ -</p>				
Newly Urbanizable Area 2			adjacent to and _____ of the existing UGB, including	_____ - rural residential - farm use _____

				forest use _____ - - _____
<p>This area will meet the following needs for the planning period ending in 2030:</p> <p>_____ - acres needed for _____          _____ - acres needed for _____</p> <p>This area also includes other lands that are developed, constrained or otherwise unavailable for development with needed uses as follows:</p> <p>_____ - lands over 25% slope          _____ - lands in floodway          _____ -</p>				
Newly Urbanizable Area 3			adjacent to and _____ of the existing UGB, including	_____ - rural residential - farm use _____ forest use _____ - - _____
<p>This area will meet the following needs for the planning period ending in 2030:</p> <p>_____ - acres needed for _____          _____ - acres needed for _____</p> <p>This area also includes other lands that are developed, constrained or otherwise unavailable for development with needed uses as follows:</p> <p>_____ - lands over 25% slope          _____ - lands in floodway          _____ -          _____ -</p>				

31. Newly urbanizable areas added to the Urban Growth Boundary shall be of sufficient size and location to provide land suited to construction of needed housing as identified in the *Springfield Residential Land and Housing Needs Analysis*, and to provide land that meets specific employment site needs identified in the *Springfield Economic Opportunities Analysis Appendix C* (pages 126-142) consistent with the *Springfield Economic Development Objectives and Implementation Strategies*.

32. Newly urbanizable areas added to the Urban Growth Boundary shall include land areas of sufficient size and scale to be integrated into the urban area as complete neighborhoods or other community elements rather than as isolated individual parcels.

**Urban Holding Areas – plan amendment (PAPA) process required to remove UHA and allow designation for urban development**

33. Newly urbanizable land added to the Springfield Urban Growth Boundary is designated URBAN HOLDING AREA (E-UHA and R-UHA) on the Springfield Refinement Plan diagram.
34. Urbanization of land designated URBAN HOLDING AREA shall be integrated into the urban area as complete neighborhoods or major employment centers rather than isolated individual parcels. The URBAN HOLDING AREA plan designation shall be replaced after adoption of a Type IV City-initiated refinement, neighborhood or district plan or after adoption of a property owner initiated Type IV plan amendment that establishes plan designations and demonstrates consistency with the applicable Statewide Planning Goals and the requirements of ORS 197.610-6505.
35. Land-owner initiated plan amendments for urban development within Urban Holding Areas shall be based on demonstration that proposed plan designations and development is consistent with the Springfield 2030 plan policies in this section.
36. Land identified as URBAN HOLDING AREA – Residential (R-UHA) in the Springfield 2030 Plan Diagram shall be designated to establish locations for needed housing as identified in the *Springfield Residential Land and Housing Needs Analysis*.
37. Land identified as URBAN HOLDING AREA – Employment (E-UHA) in the Springfield 2030 Plan Diagram shall be designated to establish locations for needed employment sites as identified in the *Springfield Economic Opportunities Analysis* Appendix C (pages 126-142), consistent with the *Springfield Economic Development Objectives and Implementation Strategies*.
38. Characteristics of Springfield’s needed employment land 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):

*"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."*

Springfield’s Economic Opportunities Analysis (EOA) identifies the number of sites, by type, reasonably expected to be needed for the 20-year planning period, as required by Administrative Rule (OAR 660-009-0015 (2). Appendix C: Employment Forecast and Site Needs for Industrial and other Employment Uses, p. 126-142 describes sites needs in detail.

**Table C-11. Estimated needed sites by site size and building type, Springfield, 2010 to 2030**

Building Type	Site Size (acres)						Total Sites
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
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
<b>Total</b>	<b>225</b>	<b>60</b>	<b>48</b>	<b>30</b>	<b>5</b>	<b>3</b>	<b>371</b>

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.

**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
<b>Industrial</b>	0.5	1.5	3.0	15.0	50.0	100.0
<b>Commercial and Mixed Use</b>	0.3	1.5	3.0	15.0	40.0	50.0

Source: ECONorthwest

**Table 5-3. Comparison of employment land supply and site needs, Springfield UGB, 2010-2030**

	Site Size (acres)						Total
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
<b>Industrial</b>							
Sites needed	none	none	none	none	3	3	6
Land need (acres)	none	none	none	none	150	300	450
<b>Commercial and Mixed Use</b>							
Sites needed	none	19	14	10	1	0	44
Land need (acres)	none	29	42	150	40	0	261
<b>Total sites needed</b>	<b>none</b>	<b>19</b>	<b>14</b>	<b>10</b>	<b>4</b>	<b>3</b>	<b>50</b>
<b>Total acres needed</b>	<b>none</b>	<b>29</b>	<b>42</b>	<b>150</b>	<b>190</b>	<b>300</b>	<b>711</b>

Source: ECONorthwest

39. Provide an adequate supply of sites of varying locations, configurations, and size, to accommodate industrial and other employment uses over the planning period.

40. Provide an adequate supply of land to allow for choice of sites and to allow for sufficient market competition between sites.
41. Limit land division on employment land parcels 20 acres and larger to ensure that large parcels of land are available for businesses that need large parcels.
42. Land in areas identified as EMPLOYMENT OPPORTUNITY - URBAN HOLDING AREA (E- UHA) shall be designated to 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.
43. Sites over 20-acres in areas identified as EMPLOYMENT OPPORTUNITY - URBAN HOLDING AREA (E- UHA) shall be preserved for special developments and industries that require large sites. Large sites, especially sites with access to I-5 shall be designated to increase the potential for employment in:
  - one of the regional industry clusters such as but not limited to: Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), Processed Food and Beverage, Wood & Forest Products, and Transportation Equipment.
  - development of industrial/technology/business parks to provide opportunities for development of business clusters of related or complementary businesses and industries identified in Springfield’s Economic Development Objectives and Implementation Strategies. The City shall 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.
44. Designate at least three newly urbanizable sites greater than 50 unconstrained acres as EMPLOYMENT OPPORTUNITY - URBAN HOLDING AREA (E- UHA). The minimum lot size for development shall be 50 unconstrained acres (Metro Plan Growth Management Policy 26).
45. Urban Holding Areas designated EMPLOYMENT OPPORTUNITY - URBAN HOLDING AREA (E- UHA) shall be designated and zoned predominantly for needed employment uses (Employment, Industrial, and Mixed Use Employment) and shall be specific so as to provide needed sites for needed employment uses that implement Springfield’s Economic Development Objectives Strategy (Appendix   ).
46. Urban Holding Areas designated EMPLOYMENT OPPORTUNITY - URBAN HOLDING AREA (E- UHA) sites shall not be designated or zoned to permit development of big box retail or other regional commercial uses.
47. Urban Holding Areas designated EMPLOYMENT OPPORTUNITY - URBAN HOLDING AREA (E- UHA) shall be inventoried at the minimum percentage specified in the table below until master plan, refinement plan or district plan approval establishes greater specificity in land use mix.
  - E – UHA sites containing 20 acres or more of buildable unconstrained land shall be designated for Industrial (I) Light Medium Industrial (IL), Campus Industrial (IC) or Employment Mixed Use (EMU). Constrained portions of E – UHA sites may be designated Parks and Open Space (POS).

- Parcel sizes shall be consistent with the following table to reserve a 20-year supply of large sites to accommodate size and locational characteristics needs identified in Springfield’s EOA Table 4-4 (and Table 4-1 - included in Economic Element). The balance of land in the E – UHA sites may be zoned for a supportive mix of residential and commercial land uses, public land and open space amenities, etc...

**(DRAFT) EMPLOYMENT OPPORTUNITY AREAS (E - UHA):**

<b>Employment Opportunity Area (to be determined through UGB Alternatives Analysis)</b>	<b>Total Acres</b>	<b>Development Area (Unconstrained Acres x __%) for Inventory Purposes</b>	<b>Area to be Designated for Parks &amp; Open Space</b>	<b>Minimum Parcel Size</b>
EO Area 1				
EO Area 2				
EO Area 3				
EO Area 4				
other				

48. Urban Holding Areas designated RESIDENTIAL OPPORTUNITY - URBAN HOLDING AREA (R - UHA) shall be designated and zoned predominantly for residential uses to accommodate needed housing as identified in Springfield’s Residential Land and Housing Needs Analysis and in the Residential Land and Housing Element of this plan. The City encourages establishment of Neighborhood Mixed Use and Neighborhood Commercial designations within and adjacent to new neighborhoods to provide complete neighborhoods. Such lands shall be inventoried at the minimum percentage specified in the applicable residential plan designation until master plan, refinement plan or district plan approval establishes greater specificity in land use mix.

49. R– UHA parcels containing 0.5 acre or more of buildable unconstrained land as of January 2010:

- shall be incorporated into a neighborhood master plan, refinement plan or district plan that designates a specific land use mix (e.g. Low Moderate Density Residential (RLM); Parks and Open Space (POS), Government and Education, Natural Resources (NR), Neighborhood Mixed Use (MUN) and Neighborhood Commercial (CN) designations
- shall be designated and zoned to provide land primarily for predominantly Low Moderate Density Residential (RLM) development after annexation.
- shall be inventoried at a density of 8-14 dwelling units per net acre until master plan, refinement plan or district plan approval establishes greater specificity in land use mix.

- d. shall not be partitioned or divided in a manner which precludes development at urban densities (8-14 dwelling units per net acre).

50. R – UHA parcels containing less than 0.5 acre of buildable unconstrained land as of January 2010:

- a. shall be designated Residential Low Density (RL) or Low Moderate Density Residential (RLM) after annexation.
- b. may be annexed, zoned Residential Low Density (RL) or Low Moderate Density Residential (RLM), and developed with dwellings without a master plan.
- c. shall not be developed in a manner which prevents extension of urban services to adjacent parcels, new neighborhoods and districts inside the Urban Growth Boundary, including but not limited to extension of new streets, sidewalks and other public facilities. Buildings shall be set back from future rights of way identified in the Transportation Systems Plan.

**Pre-Annexation Requirements in Urban Holding Areas**

51. District plan or master plan approval is required prior to or concurrent with annexation of Urban Holding Areas. Urban Holding Areas shall be zoned Urban Holding (R-UHA or E-UHA) after plan amendment approval and prior to annexation.

**Planning Process – Urban Holding Areas**

<b><i>City-initiated Planning Process</i></b>	<b><i>Owner-initiated Planning Process</i></b>
1. City prepares District Plan and prepares Plan Amendment to address all applicable Statewide Planning Goals	1. Applicant prepares and submits Plan Amendment application to address all applicable Statewide Planning Goals
2. City and Lane County approve District Plan (PAPA). Amends 2030 Refinement Plan. UHA designation is replaced with new plan designations.	2. City and Lane County approve Plan Amendment. UHA designation is replaced with new designations. UHA zoning is automatically applied.
3. City prepares and approves Zoning Map Amendment to apply zoning districts.	3. Applicant prepares and submits Master Plan with proposed zoning and demonstration of key urban services service provision.
4. Land is planned and zoned and eligible for annexation.	4. Applicant submits annexation application.
5. Property owners submit annexation applications with demonstration of key urban services service provision.	5. City approves master plan and Zoning Map Amendment.
6. City approves annexation	6. City approves master plan.

7. Applicant submits Site Plan, Subdivision etc. Type II development applications.	7. City approves annexation.
	8. Applicant submits Site Plan, Subdivision etc. Type II development applications.

52. Properties in Urban Holding Areas may be annexed concurrently with the City’s approval of a Master Plan. Properties annexed prior to master plan approval shall be zoned Urban Holding (UHA) until the City approves a master plan for the specific area. The City will only approve Comprehensive Plan designations and zoning other than UHA concurrent with or following master plan approval. Compliance with an approved Master Plan is mandatory for property subject to the approved Master Plan.

53. Neighborhood master plans, refinement plans or district plans that redesignate land within Urban Holding Areas shall demonstrate consistency with applicable statewide planning goals.

RESIDENTIAL OPPORTUNITY URBAN HOLDING AREAS (R - UHA):

<i>Housing Opportunity Areas</i>	<i>Total Acres</i>	<i>Development Area (Unconstrained Acres) for Inventory Purposes</i>	<i>Minimum Parcel Size</i>
1.			3,000 square feet
2.			
3.			
4.			

**Special Master Plan Requirements for Urban Holding Areas**

1. Master plans for areas designated Urban Holding Area (UHA) on the 2030 Plan Diagram shall be prepared for contiguous properties between 10 and 100 acres and must address all of the requirements above and integrate into existing established, platted or master planned neighborhoods.
2. Master plans for areas designated Urban Holding Area (UHA) on the 2030 Plan Diagram shall be reviewed against the approval criteria and procedures of Springfield Development Code 5.13 - 100 Master Plans, the policies of the 2030 Refinement Plan and other applicable refinement or district plans. The Master Plan shall include a Land Use Diagram that specifies zoning and density consistent with the 2030 Plan Diagram designations and 2030 Plan policies and:
  - a) Significant Resources Inventory. An inventory of significant natural resources, scenic and historic resources, and open space areas including those identified on Springfield and Lane County’s adopted inventories and those that have the potential to qualify for protection under Springfield’s Goal 5 resource protection program. When significant resources are present, the master plan shall include a management plan to protect resource sites;



- b) Parks and Open Space. Identify land suitable for park and recreation use in accordance with the Willamalane PROS Plan needs analysis. In particular, where the Park Plan indicates there is a need for neighborhood or community park, the master plan shall identify sites that may be suitable for park development using the design and location criteria from the Park Plan. Density transfers, SDC credits, dedication, and other value consideration may be identified in the planning process to compensate property owners for land dedicated to public use;
- c) Air, Noise, and Water Resources. Review air, noise and water resources that may be impacted by planned development and address how adverse impacts will be avoided or mitigated in compliance with applicable local, state, and federal regulations. This requirement is particularly important for the management of urban storm water discharges.
- d) Natural Hazard Areas. Inventory areas subject to natural hazards, particularly steep slopes;
- e) Site Design and Development Standards, if different from normal City standards.
- f) Residential Uses. Identify areas planned for housing development and the proposed zoning districts to be applied. The housing plan must identify a mix of housing types and densities so that the overall density in the area meets or exceeds the housing density objectives for the area that are identified in the 2030 Plan. The 2030 Plan provides general guidance on housing densities that need to be achieved in order to meet future housing needs. Where proposed land uses differ from those shown in the 2030 Plan, the master plan shall result in an alternative development concept that achieves the housing objectives outlined in the 2030 Plan or shall present a different plan and provide an explanation why that plan will result in development that meets all applicable standards and is still consistent with the overall objectives of the 2030 Plan.
- g) Employment Areas. Identify areas planned for employment use and/or mixed uses and proposed zoning districts for them. Applicants may propose new zoning districts in cases where existing districts are not suitable for the planned development provided the proposed district meets the same or greater housing and employment densities in the zoning district most closely related to the use envisioned in the 2030 Plan.
- h) Transportation Analysis and Diagram. Prepare a traffic impact analysis and local street plan that is consistent with street spacing and connectivity guidelines in the Springfield Transportation System Plan (TSP). Show the proposed classification for all streets down to collector. Show the location of all approved TSP improvement projects and any capital improvements related to the project that may need to be added to the TSP. Show proposed bicycle routes and pedestrian facilities and trails. Show how streets, bike routes, and pedestrian facilities will connect with adjacent urban areas and be extended to adjacent un-planned urban areas. Typical street cross-sections must be shown unless approved city street cross sections are used. Address on street and off street parking.

i) Public Facilities Analysis and Diagram. The plan shall include a conceptual layout of public facilities (including at least sanitary sewer, water, and storm drainage) needed to support the planned uses. The Public Facilities Analysis should address overall capacities and funding strategies for public facilities and must be consistent with the city's adopted Public Facility and Services Plan (PFSP) and related facility master plans, including improvements related to the plan that may require amending the PFSP.

j) Public, Semi/Quasi-Public Buildings. Identify if and where public and/or semi-public buildings are located in the neighborhood, such as public or private schools and community centers. The City will help coordinate the location of such facility with the appropriate district.

k) Oregon Department of Transportation Interchange Area Management Plan (IAMP) Compliance. The Master Plan shall comply with the following policies: Any property to be master planned within newly annexed areas within the IAMP area shall have:

1) Direct Access to a local public street other than a state highway for all or part of the Master Planned area consistent with the Local Street Connectivity Plan; and,

2) Any property to be annexed to the City shall relinquish all direct access rights to a state highway as a condition of development approval (when a legal alternative access exists).

3. All Master Plans shall observe and incorporate the following Fundamental Principles (to be determined through public review of Springfield 2030 Refinement Plan) below. Creative approaches to implementing the principles is encouraged, particularly in ways that respect Springfield's location, climate, topography, geology, culture and history:

a. **Walkable and bikeable.** Connect people and places through a complete street network and trail system that invites walking and bicycling and provides convenient access to parks, schools, neighborhood service centers, and possible future transit stops.

b. **Interconnected grid streets designed to balance the needs of all users.** Streets shall be intergraded within the neighborhood and to adjoining existing neighborhoods or planned areas and shall comply with the City's grid street policies.

c. **A mix of housing types, densities, lot sizes and price points** should be integrated into the design of new neighborhoods to allow for housing choice and affordable options.

d. **Provide densities to support transit.**

e. **Complete neighborhoods.** Provide for diverse mix of activities. A variety of uses will be required in order to create vitality and bring many activities of daily living within walking and biking distance or a short drive of homes.

f. **Open spaces, greenways, recreation.** All new neighborhoods shall provide useable open spaces with recreation amenities within walking distance, and integrated and connected greenways throughout the neighborhood and to the larger community. Central parks and plazas shall be provided to create public gathering places. Incorporate significant geological features such as rock outcroppings, stands of clustered native trees, etc. into the design of new neighborhoods. Neighborhood parks are required within ½ mile (5 minute walking distance) of all neighborhoods.

g. **Neighborhood identity through public art and urban design.** Provide public art and other urban amenities at the gateways to neighborhoods or in and around the center of neighborhoods to provide focal points for cohesive neighborhoods.

h. **Plan neighborhoods to emphasize open space, riparian corridors, woodlands and wetlands as significant community amenities.**

i. **Plan neighborhoods to emphasize environmentally responsible and energy efficient design.**

j. **Plan neighborhoods to conserve natural areas and native plant biodiversity.**

k. **Integrated design elements.** Streets, civic spaces, signage, and architecture shall be coordinated to establish a coherent and distinct place in the community, and unique character of the specific area in which the Master Plan is proposed.

4. Annexation and Development Approval without Master Planning. In some instances, annexation approval may be granted without going through a master planning process.
- a) the land is to be used for a public use, such as for a park or school or some other public facility.
  - b) The parcel size as of December 31, 2009 is less than 1 acre in size;
  - c) The parcel is located within the boundaries of a refinement or district plan and the site development plan conforms with the density and design guidelines established for the area in the refinement or district plan or in the approved Plan Amendment.
  - d) The development plan includes a local street plan that complies with street spacing and connectivity requirements in the Springfield TSP and demonstrates street connectivity and bike/pedestrian system connectivity to adjacent planned and unplanned residential areas;
  - e) Significant Goal 5 resources are identified and managed in accordance with Springfield's Goal 5 resource protection program.
  - f) The parcel can be annexed to the city of Springfield.
  - g) The development application meets all other required elements for one of the city's land use planning approval processes.\

## **FINDINGS:**

1. The urban growth area defined by the Eugene-Springfield Urban Growth Boundary has not been expanded for housing since the regional UGB was first adopted in 1980.
2. The Springfield 2030 Urban Growth boundary includes \_\_\_\_\_ gross acres, an increase of \_\_\_\_\_ acres or \_\_\_\_ percent over Springfield's jurisdictional share of the Eugene-Springfield UGB, which was \_\_\_\_\_ gross acres.
3. From the beginning, compact urban growth has been a fundamental principle of the Metro Plan, which has required sequential and compact development in accordance with a variety of policies, including the following:

Growth Management Policy 1: "The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth."

Growth Management Policy 7: "Land within the urban growth boundary may be converted from urbanizable to urban only through annexation to

  - a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner. . . ."
  - b. There will be a logical area and time within which to deliver urban facilities and services. Conversion of urbanizable land to urban shall also be consistent with the Metropolitan Plan.
4. Springfield has implemented such policies with a variety of efficiency measures, including tax credits for multifamily development, reduced street widths, reduced minimum lot sizes, allowing duplexes and attached dwellings in low-density residential zones, allowing cluster development, allowing co-housing, allowing accessory dwelling units, and identifying and designating areas for nodal development, mixed use, transit-oriented development, and co-housing.
5. Partially because of these policies and implementing measures, and partially because of various demographic, social, and economic changes, new housing in Springfield developed at an average density of 6.6 dwelling units per net buildable acre between 1999 and July 2008.
6. The 2030 Springfield UGB assumes an average density for new construction for all housing types of 7.8 dwelling units per net acre over the planning period ending in 2030, an increase of about 18% over the last decade's average of 6.6 dwelling units.

7. The city expects to achieve these higher average densities in part as a result of demographic, social, and economic trends, and in part by a mix of land use strategies, including the following:
  - a. continuing implementation of existing efficiency measures;
  - b.. adding new efficiency measures, including maximum lot sizes, increases in allowable densities, and minimum densities in low-density residential zones;
  - c. implementation of nodal development master plans along mass transit corridors, especially Lane Transit District's EmX bus-rapid-transit (BRT) system, which began serving Glenwood and Downtown Springfield in 2005, and will begin serving the Riverbend and Gateway areas in 2010.
8. Springfield's Urban Growth Boundary has been established based on consideration of the following factors outlined in Statewide Goal 14:
  - a) Demonstrated need to accommodate urban population growth requirements;
  - b) Need for housing, employment opportunities and livability;
  - c) Orderly and economic provision of public facilities of services;
  - d) Maximum efficiency of land uses;
  - e) Retention of agricultural and land;
  - f) Compatibility of urban uses with nearby agricultural activities; and
  - g) Environmental, energy, economic and social consequences.
9. Springfield has reviewed and amended its UGB in 2010 after simultaneous consideration of the housing and employment needs.
10. The Springfield 2030 Urban Growth Boundary is based on demonstrated land needs to maintain a 20 year supply of urban and urbanizable land. The Land Need described in the Springfield UGB is based on Springfield's share of the adopted 20-year population forecast for Lane County.
11. The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision." [OAR 660-024-0040].
12. The Springfield UGB Alternatives Analysis and UGB amendment were conducted as a post-acknowledgement plan amendment under ORS 197.610 to 197.625, thus the "20- year planning period must commence either: (a) On the date initially scheduled for final adoption of the amendment specified by the local government in the initial notice of the amendment required by OAR 660-018-0020; or (b) If more recent than the date determined in subsection (a), at the beginning of the 20-year period specified in the coordinated population forecast for the urban

area adopted by the city and county pursuant to OAR 660-024-0030, unless ORS 197.296 requires a different date for local governments subject to that statute.” [OAR 660-024-0040].

DRAFT



# HB3337 - 2009 Springfield UGB/Comp Plan Update

Proposed UGB (pending update)

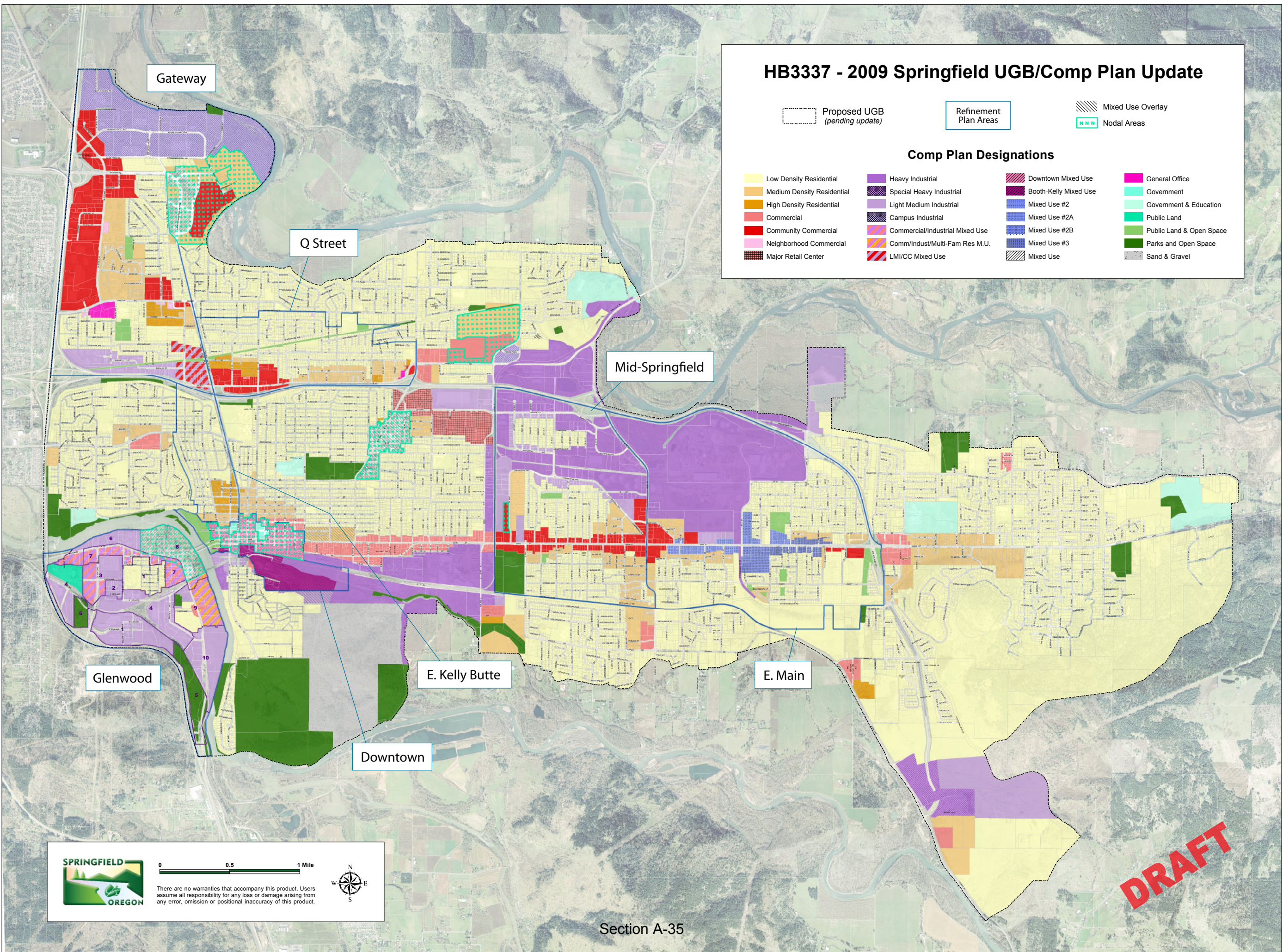
Refinement Plan Areas

Mixed Use Overlay

Nodal Areas

## Comp Plan Designations

- |                            |                                 |                       |                          |
|----------------------------|---------------------------------|-----------------------|--------------------------|
| Low Density Residential    | Heavy Industrial                | Downtown Mixed Use    | General Office           |
| Medium Density Residential | Special Heavy Industrial        | Booth-Kelly Mixed Use | Government               |
| High Density Residential   | Light Medium Industrial         | Mixed Use #2          | Government & Education   |
| Commercial                 | Campus Industrial               | Mixed Use #2A         | Public Land              |
| Community Commercial       | Commercial/Industrial Mixed Use | Mixed Use #2B         | Public Land & Open Space |
| Neighborhood Commercial    | Comm/Indus/Multi-Fam Res M.U.   | Mixed Use #3          | Parks and Open Space     |
| Major Retail Center        | LMI/CC Mixed Use                | Mixed Use             | Sand & Gravel            |



0 0.5 1 Mile



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# SPRINGFIELD 2030 REFINEMENT PLAN

## LAND USE AND URBAN DESIGN ELEMENT

*Preliminary Draft: January 29, 2010:*

*NOTE: Proposed residential densities are consistent with Metro Plan policies.*

### **OVERVIEW**

The purpose of this element is to provide an accurate, up-to-date plan map of Springfield land use designations and a detailed description of plan designations to guide future changes in land use over the plan period. The Springfield 2030 Plan Diagram is a parcel-specific plan designation map that refines the general plan land use designations shown in the Metro Plan Diagram. The 2030 Diagram incorporates all of the other Springfield refinement plan designations and previous Springfield plan map amendments to the Metro Plan.

This chapter identifies the goals, policies and implementation actions that the City of Springfield, in cooperation with Lane County, has adopted to designate land for urban development consistent with applicable Statewide Planning Goals and to address the importance of urban design in achieving community livability goals.

These policies are supplemental to and refinements of the Eugene-Springfield Metropolitan Plan policies.

### **SPRINGFIELD'S COMMUNITY DEVELOPMENT VISION**

A primary land use challenge for the City of Springfield is how it will accommodate its projected share of regional economic and population growth while also preserving and enhancing the city's quality of life and uniqueness. The 2030 Refinement Plan's goals, objectives, policies and recommendations outline a growth strategy with five broad components:

- Promote compact, orderly and efficient urban development by guiding future growth to planned redevelopment areas within the established portions of the city, and to planned new neighborhoods.
- Encourage a pattern of mixed land uses and development densities that will locate a variety of different life activities, such as employment, housing, shopping and recreation, in convenient proximity, and which will encourage and support multiple modes of transportation, including walking, bicycling, and transit, in addition to motor vehicles both within and between neighborhoods and districts.
- Balance the goals of accommodating growth and increasing average density within the city with the goals to stabilize and preserve the established character of sound older neighborhoods by clearly defining locations where redevelopment is encouraged, and by requiring that redevelopment be guided by a detailed neighborhood refinement or special district plan.



- Use selective, planned redevelopment at appropriate locations as one method of providing additional land use diversity and choices within districts and neighborhoods currently characterized by a limited range of land uses and activities.
- In both redevelopment areas and new growth areas on the periphery, establish planning and design standards that will promote economically viable development of attractive, engaging, transit and pedestrian-oriented districts and neighborhoods.

## ***SPRINGFIELD 2030 PLAN DIAGRAM***

The Springfield 2030 Refinement Plan establishes goals, objectives, policies, and implementation recommendations for land use and development in the City of Springfield and its planned urbanizable and newly urbanizable areas. The Plan Diagram applies these goals, objectives, policies, and implementation recommendations in a geographic context and recommends a pattern of future land uses and development intensities to guide the physical development of the City for the next 20 years. The Plan Diagram illustrates the city-wide land use pattern for the City of Springfield and its future growth areas as a whole. The land use designations shown in the 2030 Plan Diagram incorporate existing Springfield refinement plan designations and other plan map amendments to the Metro Plan adopted prior to December 30, 2009. With specific exceptions identified elsewhere in this plan, the Springfield 2030 Refinement Plan Diagram adopts and confirms existing acknowledged Metro Plan and refinement plan designations for all lands within the separate Springfield 2030 urban growth boundary that are also within the acknowledged Eugene-Springfield Metro urban growth boundary.

Springfield's 2030 UGB addresses a new 20-year planning period that extends well beyond the end of the planning addressed by the previous Metro Plan UGB and will therefore add some additional land. It is important that this newly-urbanizable land be protected from premature or inappropriate development until all necessary planning for infrastructure, services, and integration into the urban fabric of the city has been completed. Accordingly, the Springfield 2030 Refinement Plan Diagram designates newly urbanizable lands as Urban Holding Areas, as further described in the Urbanization Element and as indicated in Table LU-2, Springfield 2030 Refinement Plan Land Use Designations.

The Urban Holding Area designations will trigger the application of appropriate ultimate urban plan and zoning designations after a plan amendment is acknowledged that removes the land from the Holding Area category and allows annexation and master plan approval. The Urban Holding Area designation can be considered as a reserve that holds land for future urban development until additional planning work is completed and acknowledged. Until then, newly urbanizable lands outside the city but within the Springfield 2030 Urban Growth Boundary will retain their land development options as allowed under the existing Lane County rural zoning and shall be subject to the policies of the Urbanization Element.

Consistent with the Metro Plan, this refinement plan relies in part upon existing acknowledged plan policies and designations to assure that urbanizable lands within the city's separate urban growth boundary are subject to the same acknowledged safeguards against premature or inappropriate development that currently apply to urbanizable lands prior to annexation and urbanization by the cities of Eugene and Springfield. Under the Metro Plan, pre-existing rural zones serve as "holding zones" for urbanizable lands inside the urban growth boundary. Resource lands inside urban growth boundaries retain their county rural agricultural and forestlands zoning until they are annexed to a city and can be approved for urban development.

Table LU-2 also includes a list of city and county zoning designations that are consistent with the associated map designation. In addition to a refinement plan map designation, all property newly added to Springfield's jurisdictional share of the Metro Plan's acknowledged urban growth area is given an Urban Holding Area plan designation. Areas with this designation are shown on Springfield 2030 Refinement Plan Diagram. This refinement plan designation assures that newly urbanizable lands brought into Springfield's separate urban growth boundary pursuant to HB 3337 retain their existing county zoning until the land is annexed to Springfield and rezoned.

### ***DISTRICT PLANS TO GUIDE REDEVELOPMENT***

While the plan designations have been mapped to provide parcel specificity, the plan diagram is not sufficiently detailed to address the many nuances and specialized planning objectives of specific locations. Because neighborhood and special district plans are more detailed, smaller areas of land use may be mapped in these plans that are not identified individually in the Plan Diagram. The City anticipates that future implementation of the land use goals, objectives and policies presented in the 2030 Plan and implementation of specific of goals, objectives and policies of neighborhood or special district plans will further refine the exact shape of many of the land use districts. Neighborhood or special district plans shall be prepared and adopted for all areas where significant future land use changes are recommended or anticipated.

The City has assumed a significant level of redevelopment will occur in the period to accommodate a portion of projected employment growth and housing needs. In some locations, the 2030 Plan's policy recommendations for a portion of a neighborhood or district are for allowable densities and land uses that may be different from much of the existing development in those areas. These circumstances will require additional study, analysis, design and focused public involvement prior to the re-designation of land to allow different, more intensive, or mixed uses.

The City anticipates that future plan amendments will be required to re-designate land to implement area-specific planning objectives, such as the designation of new employment and mixed-use centers and areas higher density residential development. The City anticipates that these future planning efforts will require new planning tools to meet community objectives - such as refined plan designation categories and density ranges - that provide a higher degree of specificity than the existing Metro Plan designations. The City anticipates adoption of plan amendments within the next 1-2 years to update land uses in key redevelopment areas of the City:

- 1) Glenwood's Franklin/McVay Corridor and Glenwood Riverfront Plan District (Glenwood Refinement Phase 1);
- 2) Downtown District Plan.

The City anticipates initiation of planning studies and adoption of plan amendments within the next 2-5 years to update land uses in key redevelopment areas of the City:

- 3) Glenwood Refinement Phase 2 and 3;
- 4) Downtown to Gateway EmX Bus Rapid Transit Corridor;
- 5) Main Street/State Highway 126 Corridor and surrounding neighborhoods;

These plans will help facilitate transit-oriented redevelopment in key areas of Springfield through community visioning and in the case of Downtown and Glenwood, adoption of specific implementation strategies to attract private investment interest and to support redevelopment with strategic public investment and incentives. These plans will identify areas within existing neighborhoods where a transition to higher densities may be appropriate and desirable to support community goals and to address jobs/housing balance issues.

Special area plans may include provisions for specific allocation of density, mix and location of land uses, infrastructure framework plans, development concepts, and district-specific development standards and/or guidelines. The City anticipates designation of new or amended zoning districts to refine the allowed uses, density ranges, and development standards to implement the broad categories used in the Plan Diagram.

For these reasons, the 2030 Refinement Plan recommends that future changes in land use should be guided by the more specific recommendations of neighborhood refinement plan or special district plans adopted after December 30, 2009 and that the 2030 Refinement Plan diagram and buildable lands inventories shall be maintained current as changes are adopted.

The 2030 Plan Diagram depicts the general locations for specific types of land uses, and illustrates how these uses are related to each other geographically. While the fine-grained intermixing of land uses is not shown at this scale and level of generality, the map is not intended to emphasize the segregation or separation of uses and many “neighborhoods” will be comprised of a variety of different land uses in relatively close proximity, especially in areas where mixed-use development becomes a more common development pattern. Adoption of future plan amendments and zoning map amendments for districts (e.g. Downtown District Plan, Glenwood Riverfront Plan) will establish a higher degree of specificity of uses within the mixed use districts and will enable Springfield to monitor the land inventory with a greater degree of precision.

### ***ESTABLISHED SINGLE FAMILY NEIGHBORHOODS***

No significant changes to the density and character of existing single family residential neighborhoods will be initiated by adoption of the 2030 Refinement Plan Diagram. The policy recommendations in the SRP are refinements to existing Metro Plan density ranges or policies. Future changes in land uses, if any, will be carefully planned and guided by the detailed recommendations of an adopted district plan, neighborhood refinement plan, corridor plan or master plan. The City will continue to work with neighborhoods and stakeholder groups as these special area plans are prepared or revised.

Higher density infill and redevelopment activity within the context of established neighborhoods- such as small lot single family development (8-14 dwelling units/net acre)- may be supported if designed to complement and enhance the positive neighborhood qualities in terms of general intensity and use, street and lot patterns, relationship of buildings and yards to the street, building height, mass, proportion and detailing.

In established neighborhoods currently characterized by the relative lack of neighborhood gathering places, convenience shopping or service opportunities, the 2030 Plan recommends that opportunities for introduction of these activities be identified where suitable locations are available. Introduction of new Neighborhood Commercial uses or Neighborhood Mixed Use development into an established neighborhood should be considered only at locations identified in adopted neighborhood or district

special area plans and must respect the neighborhood’s positive characteristics related to such factors as the level of activity, intensity of use, building size and design, and parking and traffic conditions. Appropriate development standards and/or guidelines shall be included in the adopted neighborhood or district plan and shall be implemented through Springfield Development Code Plan District Ordinances and/or Zoning Map Amendments.

Infill development and redevelopment in existing residential areas is permitted in accordance with Springfield Development Code standards (e.g. land divisions, accessory dwelling units, home occupations). The 2030 Plan policies establish fundamental principles to guide new residential “infill” development in neighborhoods. These goals, objectives and strategies address the character and compatibility of new infill development where it occurs within the context of existing residential neighborhoods and provide a general framework for evaluating future land use changes in neighborhoods and for preparing implementation tools in the Springfield Development Code. Subsequent to adoption of the SRP, City Planning staff will work with citizens and focus groups to prepare and adopt amendments to the Springfield Development Code to implement updated city-wide residential design standards that address enhancement of neighborhood quality. The standards will address issues raised by citizens, the Residential Land stakeholder committee, Planning Commission and City Council during the Residential Land Study process consideration of Land Use Efficiency Measures.

Compatibility is one of the most frequently recurring terms associated with community objectives for the design of infill development. Unfortunately, the vagueness of “compatibility” has also been the source of much contention—especially as it relates to new, higher-density infill development that is typically larger in scale than existing housing and to more compact development on smaller lots.

The purpose of these policies is not to require the replication of scale or reproduction of existing architectural styles of nearby buildings in every neighborhood. Some Springfield neighborhoods are subject to area-specific development standards and guidelines that apply in historic districts and plan districts (Washburne Historic District and Downtown). The focus of these policies is to provide guidance for how infill development can be designed to respond to more basic neighborhood patterns, in a manner that accommodates change while preserving cherished aspects of neighborhood character, historic context, important ecological functions and Springfield’s community values.

The housing in most neighborhoods displays a variety of architectural styles. A single street in an older neighborhood may have styles ranging from Victorian, Craftsman, English Cottage, Colonial, to Modern. The architectural styles and details of new buildings change over the years, but basic patterns are more lasting. These patterns are defined by recurring characteristics—such as the green street edges of front yards and street trees and by the frontage patterns, forms, and orientation of buildings—the specifics of which vary by neighborhood, street, and block. The continuation of these patterns can accommodate a diversity of architectural styles, while providing an underlying sense of cohesion and “place” that helps define the character of neighborhoods.

## ***Residential Infill Development***

### **GOALS**

- In established neighborhoods currently characterized by the relative lack of neighborhood gathering places, convenience shopping or service opportunities, consider and identify

opportunities for introduction of these activities be identified where suitable locations are available.

- Consider introduction of new Neighborhood Commercial uses or Neighborhood Mixed Use development into an established neighborhood at locations identified in adopted neighborhood or district special area plans.
- Achieve context-sensitive design in infill development as new construction occurs on vacant land or as redevelopment replaces pre-existing buildings.
- Respect positive aspects of neighborhood scale, character, quality and function (e.g. level of activity, intensity of use, building size and design, and parking and traffic conditions) in established neighborhood areas, particularly where continuation of positive aspects of existing character is a community priority (e.g. Washburne Historic District, Springfield’s traditional Main Street) or where desirable patterns that provide sustainable ecological function and values exist (e.g. stormwater infiltration in Glenwood).
- Overcome the unique design challenges of infill development on small sites.

## **OBJECTIVES AND STRATEGIES**

1. Contribute to a Pedestrian-Oriented Environment.
  - Use architectural features (such as façade articulation, window and entrance details, and porches or balconies) that provide a human-scaled level of detail
  - Avoid large areas of blank wall along street frontages
  - Minimize the prominence of parking facilities
  - Provide strong connections between main entrances and sidewalks
2. Respect Context and Enhance Community Character. While the continuation of existing community character may be a priority in established neighborhood areas, contribution to a desired future character may be more important than compatibility in areas where change is expected and desired, such as in mixed-use centers.
  - Arrange building volumes and use setback patterns in ways that reflect neighborhood patterns or that contribute to its desired character.
  - Utilize architectural features (such as window patterns, entry treatments, roof forms, building details, etc.) and landscaping that acknowledge the surrounding context and neighborhood.
  - Use site design that responds to natural features of the site and its surroundings.
  - Minimize solar access impacts on adjacent properties.
3. Consider Security and Privacy.
  - Orient windows and entrances to the public realm to provide opportunities for “eyes on the street” and community interaction.
  - Minimize impacts on the privacy of neighboring properties.
4. Provide Usable Open Space.
  - Maximize the amenity value of unbuilt areas, providing usable open space when possible.
  - Make usable open space, not surface parking, the central focus of larger projects.

- Provide outdoor space in proximity to and visible from residences and consider the needs of children and families in multi-family housing and small lot single family residential developments.
- Design for Sustainability.
  - Use durable building materials.
  - Use energy-efficient building design and technologies.
  - Minimize stormwater runoff.

Future section of the SRP:

**SPRINGFIELD'S NEIGHBORHOODS**

Residential Neighborhood Patterns.

Map of Springfield's residential and residential mixed use neighborhoods.

General description of existing development patterns.

Neighborhood Refinement Plan policies

**NEW NEIGHBORHOODS AND DISTRICTS**

New development areas shall be organized as neighborhoods and districts in a manner that respects and relates harmoniously with topography, natural resources, waterways, wetlands, significant vegetation, and other local features of local or regional significance to foster a unique sense of place. New neighborhoods will be planned to include a variety of land use categories that together, integrate the neighborhood into the City's broader overall physical development pattern.

All new neighborhoods shall include at least one activity center focal point that is comprised of complementary non-residential service and convenience uses such as parks and open spaces, civic/institutional uses, compactly developed commercial uses, clusters of relatively dense residential development and other uses that will foster the creation of a neighborhood gathering point. New neighborhoods shall include a mix of housing unit types, sizes, costs and densities. Large areas of a single housing type should generally be avoided.

Because the recommended location and arrangement of these multiple land uses is established through more-detail neighborhood planning, the land use recommendations for new neighborhoods shown on the Plan Diagram reflect the land uses in the applicable District Plan or Master Plan, if one has been adopted for the area. In potential future growth areas at the edges of the city for which a detailed plan has not yet been adopted, the Plan Diagram assigns the area to the Urban Holding Area (UHA) plan designation (as further described in the Urbanization Element of this Plan) and may also include conceptual locations for specific land uses that are recommended or required for consideration as the detailed plans are prepared.

**TRANSITIONAL NEIGHBORHOODS AND DISTRICTS**

Although the future character of some Springfield neighborhoods or districts may evolve to be quite different from what exists today, the transition to different uses or development densities should be orderly and guided by the recommendations of an adopted neighborhood or special area plan. New development also must be reasonably sensitive to surrounding developments that have not made the transition, including any historic structures or other uses that are expected to continue indefinitely.

More typically, the land use recommendations for established areas may identify more limited areas for potential infill or redevelopment with different uses or densities.

When neighborhood and district plans are prepared and changes in plan designation are proposed, the City may identify existing uses or structures that will become non-conforming and prepare policies and/or interim development standards to address specific situations within a district. Some expansion and/or improvement of non-conforming uses or structures may be allowed in areas that are not yet fully “ripe” for economical redevelopment to the full capacity identified in plan, if the nature of such development will not deter redevelopment of the plan district. For example, interim standards could include “build to lines” or other shadow plat techniques that restrict placement of structures on a site to accommodate needed infrastructure identified in the adopted plan (such as future traffic lanes, transit, bicycle or pedestrian facilities), or place limitations on expansion of surface parking along the street. Allowing for current development that does not preclude development at higher densities at a later time is an important transitional strategy, as development under current market conditions is not expected to yield targeted densities but can limit redevelopment opportunities. Shadow platting is an approach being used by some jurisdictions. This process requires developers to design their developments to achieve targeted densities over time, while still allowing for a viable project under current market conditions.

### **2030 TRANSPORTATION AND LAND USE POLICIES**

The 2010-2030 planning period is likely to be a time of intensive land use planning and development/redevelopment activity in Springfield. Given the City’s buildable land inventory, Springfield assumes that, with the exception of sloped residential lands, the majority of new development and redevelopment in the plan period will be transit-oriented development. The Land Use/Urban Design Element of the plan sets forth fundamental land use and urban design principles that will be considered when land use plans are updated and/or amended. Incremental changes to neighborhoods over time in accordance with these urban design principles will develop and redevelop the city into a community where residents, employees and visitors are able to choose car-free lifestyle options or to reduce their Vehicle Miles Travelled (VMT) by walking, riding public transit, or getting around by bicycle or other alternative modes to meet their daily needs.

These policies implement the *Metro Plan’s* Metropolitan Goals- Transportation II-B-2 and TransPlan Goal #1 and #2:

“Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life.” (*TransPlan* Goal #1)

and

“Enhance the Eugene-Springfield metropolitan areas’s quality of life and economic opportunity by providing a transportation system that is balanced, accessible, safe, interconnected, environmentally responsible, supportive of responsible and sustainable development, responsive to community needs and neighborhood impacts and economically viable and financially stable.” (*TransPlan* Goal #2)

The *Metro Plan* Transportation Element contains 13 findings and 5 policies (F.1-F.5) that address transportation and land use. These policies correspond with the Land Use Policies in *TransPlan*. These policies direct the City to:

- “Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern” (*Metro Plan* Policy F.1/*TransPlan* Land Use Policy #1);
- “Support application of the nodal development strategy in designated areas through information, technical assistance, or incentives” (*Metro Plan* Policy F.2/*TransPlan* Land Use Policy #2);
- “Provide for transit-supportive land use patterns and development, including higher-intensity, transit-oriented development along major transit corridors and near transit stations; medium and high density residential development within a ¼ mile of transit stations; major transportation corridors, employment centers, and downtown areas; and development and redevelopment in areas that are or could be well served by existing and planned transit”(F.3/*TransPlan* Land Use Policy #3);
- “Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed-use, and multi-unit residential development” (F.4/*TransPlan* Land Use Policy #4); and
- “Within three years of *TransPlan* adoption, apply the ND, Nodal Development, designation to areas selected by each jurisdiction, adopt and apply measures to protect designated nodes from incompatible development and adopt a schedule for completion of nodal plans and implementing ordinances” (F.5/*TransPlan* Land Use Policy #5).

*TransPlan* LU Finding 8 “Nodal development is consistent with the STA designation.”

*TransPlan* LU Finding 12:

“The Market Demand Study for Nodal Development, ECONorthwest and Leland Consulting Group 1996, recommended that the public strategy for nodal development should be flexible and opportunistic and include use of financial incentives, targeted infrastructure investments, public-private partnerships, and an inviting administrative atmosphere.”

On May 6, 2002 the City Council adopted a resolution recognizing six sites in Springfield for consideration for Nodal development protection. Those sites include:

Gateway-Beltline (194.9 acres); Glenwood (66 acres); Downtown (130.7 acres); Mohawk (149.8 acres) Natron North (149 acres); and Natron South (75.6 acres) for a total of 766 acres.

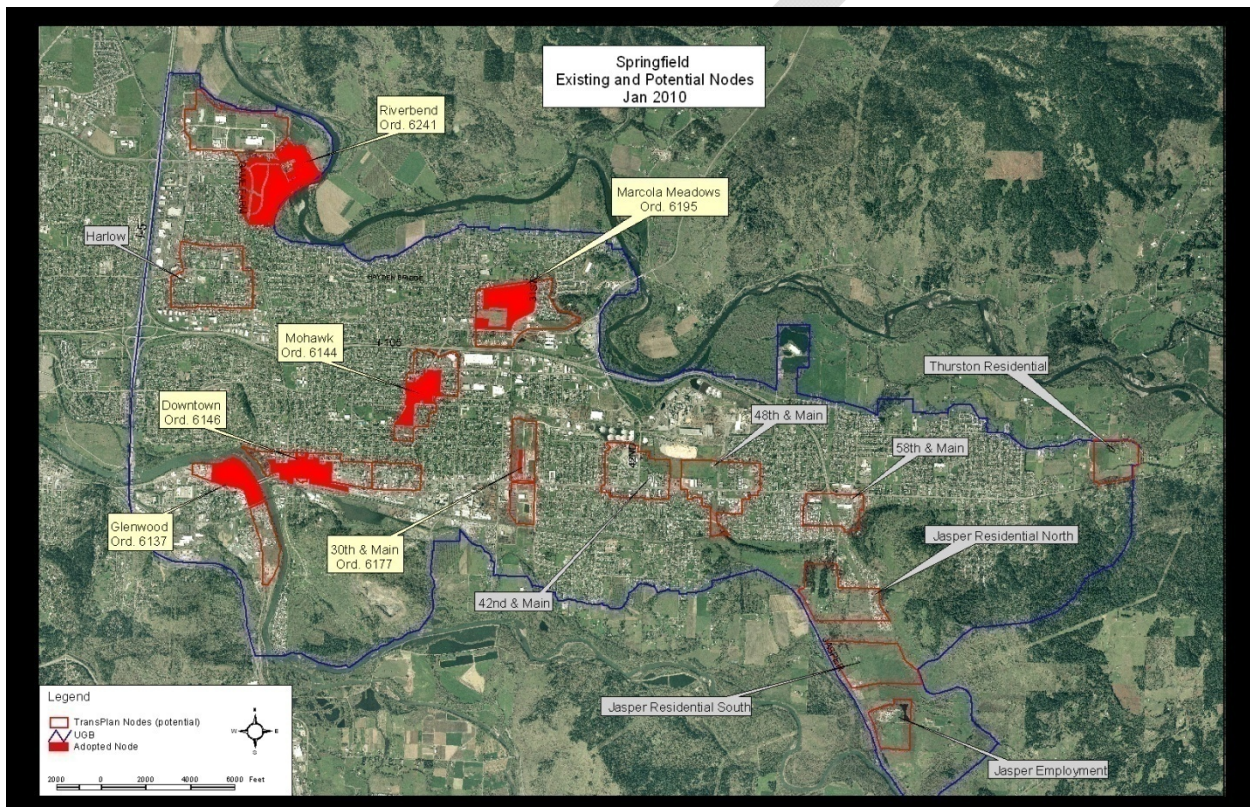
On June 3, 2002 the Council adopted a Mixed Use Zoning District & a Nodal Development Overlay District. The express purpose of the Mixed Use Zoning District is to expand housing opportunities; allow businesses to locate in a variety of settings; provide options for living, working and shopping environments; facilitate more intensive use of land while minimizing potentially adverse impacts; and to provide options for pedestrian-oriented lifestyles. The express purpose of the Nodal Development Overlay District is to work in conjunction with underlying zoning districts to implement the transportation related land use policies found in *TransPlan* and in the *Metro Plan*. The district also



supports pedestrian-friendly, mixed use development as outlined in the State Transportation Planning Rule.

As of December 31, 2009 Springfield has designated 6 areas for Nodal Development:

1. Downtown (Ord. 6146)
2. Mohawk (Ord. 6144)
3. Glenwood Riverfront Plan District (Ord. 6137)
4. Marcola Meadows Master Plan (Ord. 6195)
5. RiverBend Master Plan (Ord. 6241)
6. 30<sup>th</sup> and Main (Ord. 6177)



The City continues to evaluate the proposed Nodal Development areas shown in *TransPlan* as refinement plans are updated and/or as property owners submit plan amendment or zoning map amendment requests to implement mixed-use projects. As of Dec. 31, 2009 the City is evaluating expansion of the nodal development concept in the Glenwood and Downtown nodes and is considering the community urban design, transportation and housing cost implications of locating a range of development intensities and land use mixes in nodes throughout the city. Further evaluation is required to update and refine goals, objectives and strategies and to provide policy foundation for future Development Code Amendments.

Although 13 potential Springfield nodal development areas are identified in *TransPlan*, the Metro Plan lacks clear and objective urban design criteria for designating nodes. Instead, the policy generally directs the City to “apply the nodal development strategy.” The City currently implements the nodal

development strategy through the Springfield Mixed Use Zoning District & a Nodal Development Overlay District zoning ordinances and through requirements in approved Master Plans.

Since *TransPlan's* adoption, additional research findings and case studies have become available to assist the City with evaluating and implementing transit-oriented development strategies. As the SRP is developed through the public review process, and as district plans are prepared and adopted, fundamental land use and urban design principles to guide transit-oriented development in Springfield will be added to this plan.

The Economic Element and the Residential Element contain objectives and strategies that address nodal development. The new Mixed-use land use designations presented in this plan are intended to refine and update Springfield's implementation of the nodal development concept in manner that is more City/corridor/district/neighborhood-specific than a one-size-fits-all Nodal/Mixed use designation. The more specific mixed use development patterns will be implemented through future District Plan zoning ordinances and/or Master Plans.

## **GOALS**

Promote mixed-use and mixed-income transit oriented development in Springfield.

## **OBJECTIVES**

1. Provide clear maps and communication to identify designated and potential Nodal Development areas.
2. Evaluate opportunities for mixed-use and mixed-income transit oriented development as neighborhood/district plans are prepared and consider the implications of designating new commercial areas on the viability of existing commercial areas, especially Downtown.
3. Refine existing policies to provide fundamental principles to guide City-wide implementation of mixed-use and mixed-income transit oriented development.
4. Refine existing mixed-use development policies to provide clear and objective neighborhood/district development standards, development densities and mixes of uses that together will incentivize revitalization of Springfield's neighborhoods, strengthen Downtown's role as a commercial, civic and employment center and maintain buildable land inventory for Springfield's housing needs (as identified in the Housing Needs Analysis) and employment needs (as identified in the Economic Opportunities Analysis).

## **IMPLEMENTATION ACTIONS**

1. The City shall prepare a Nodal Overlay Map and shall update the 2030 plan diagram as new Nodal Development areas are designated. A link to the map shall be provided on the planning web site.

2. Identify and promote a Downtown Springfield site for consideration as a high speed rail station, as shown in the adopted Downtown District Plan and partner with property owners to apply easements to reserve platform areas.
3. Consider implementing a Transit Corridor Overlay designation and zoning district as new bus rapid transit or other high frequency transit service comes on line and to increase density in the vicinity of planned transit corridors to support transit.
4. Update Nodal Development designation criteria consistent with Transportation Planning Rule and new Springfield 2030 Mixed Use designations.
5. Update the SDC Nodal Development development standards, applicability, and exemptions.
6. Update the SDC multi-unit design standards and Mixed-use standards.
7. Prepare graphic design standards, form-based code elements and/or guidelines to provide more clarity of the City's expectations in the SDC and appendices to the SDC.

### *Findings:*

Springfield has implemented Nodal Development through the Springfield Development Code (SDC). SDC Section 3.3 – 1005 B applies the Nodal Overlay District standards to “all property where ND Overlay is indicated on the Springfield Nodal Overlay Map.” No map currently exists. Historic properties are exempted from the standards. Expansions of use less than 50% are exempt. Standards do not apply to a building alteration. Single family dwelling additions or other expansions are exempt. Type II process required for all multi-unit, commercial and industrial developments in the ND Overlay District. Transit park and ride is not permitted unless it's a shared facility with another permitted use. ND Overlay requires a commercial or employment core area. In CC or MUC in ND the minimum FAR is 0.40, CI or MUE FAR min. is 0.25. The ND development standards are oriented to infill development in a suburban context, promote a suburban development pattern and densities. Multi-unit residential uses are subject to SDC 3.2-240 and 3.2-625C.

SDC Section 3.3 – 1005 B does not address urban design of neighborhoods and districts

## **CRITERIA FOR PLANNING AND DESIGNING WALKABLE NEIGHBORHOODS**

### **To be developed**

**IA: Prepare updated walkability criteria to implement the “nodal development strategy” in neighborhoods throughout the City.**

Existing Refinement Plans

*Plan Designations to be Incorporated into the 2030 Refinement Plan:*

<p><b>EAST KELLY BUTTE NEIGHBORHOOD PLAN</b></p>		
<p>SPRINGFIELD PLANNING DEPARTMENT AUGUST 1982</p>	<p><b>MID - SPRINGFIELD REFINEMENT PLAN</b> JULY 1986 AMENDED MARCH 1987</p>	<p><b>Q STREET REFINEMENT PLAN</b> MARCH 1987 SPRINGFIELD, OREGON</p>
	<p>A REFINEMENT BY AN ORDER A REFINEMENT PLAN FOR</p> <p><b>SPRINGFIELD DOWNTOWN</b></p>	<p><b>GATEWAY REFINEMENT PLAN</b> NOVEMBER, 1992 Prepared by Development Services Department City of Springfield</p>
<p><b>EAST MAIN REFINEMENT PLAN</b> Adopted April 4, 1988</p>		
<p>\$10.00</p> <p><b>GLENWOOD</b></p> <p><b>REFINEMENT PLAN</b></p> <p>NOVEMBER 1988</p>		



## **SPRINGFIELD PLAN DESIGNATIONS**

**Lands within current UGB:** With specific exceptions identified elsewhere in this plan, the Springfield 2030 Refinement Plan Diagram adopts and confirms existing acknowledged Metro Plan and refinement plan designations for all lands within the separate Springfield 2030 urban growth boundary that are also within the acknowledged Eugene-Springfield Metro urban growth boundary.

**Newly urbanizable lands:** Springfield's separate 2030 UGB addresses a new 20-year planning period that extends well beyond the end of the planning addressed by the current UGB and may require addition of land to Springfield's UGB. It is important that this newly-urbanizable land be protected from premature or inappropriate development until all necessary planning for infrastructure, services, and integration into the urban fabric of the city has been completed. Accordingly, the Springfield 2030 Refinement Plan Diagram identifies planned uses for all "newly urbanizable lands using the land use designations in Table LU-2, Springfield 2030 Refinement Plan Land Use Map Designations.

**Table LU-1 EXISTING LAND USE DESIGNATIONS**  
(Metro Plan and Refinement Plans)

Designation	Plan	base	overlay
Agriculture	Metro	x	
Airport Reserve	Metro	x	
Booth-Kelly Mixed Use	Downtown	x	
Campus Industrial	Metro	x	
Commercial	Glenwood Metro Mid-Springfield	x	
Commercial/Industrial/Mixed Use	Glenwood	x	
Commercial/Industrial/Multi-Family Residential/Mixed Use	Glenwood	x	
Community Commercial	E Main Gateway Q Street	x	
Community Commercial Center	Metro	x	
Downtown Mixed Use	Downtown	x	
Forest Land	Metro	x	
Government	Downtown	x	
General Office	Gateway	x	

Designation	Plan	base	overlay
Government and Education	Metro	x	
High Density Residential	E Kelly Butte Gateway Metro Q Street	x	
Heavy Industrial	Downtown E Main Metro Mid-Springfield	x	
Low Density Residential	E Kelly Butte E Main Gateway Glenwood Metro Mid-Springfield Q Street	x	
Low Density Residential Area #1	E Main	x	
Light Medium Industrial	E Main Gateway Glenwood Metro Mid-Springfield	x	
Major Retail Center	Metro	x	
Medium Density Residential	E Kelly Butte E Main Gateway Metro Mid-Springfield Q Street	x	
Mixed Use	E Kelly Butte	x	
Mixed Use Area #1, 2, 2A, 2B, 3	E Main	x	
Mixed Use Area	Metro		x
Mixed Use-Light Medium Industrial/Community Commercial	Gateway	x	
Mixed-Use/ND (Glenwood Riverfront Plan District)	Glenwood	x	x
Natural Resource	Metro	x	
Neighborhood Commercial	Gateway Q Street	x	
Nodal Development Area	Metro		x

Designation	Plan	base	overlay
Parks & Open Space	Downtown Gateway Glenwood Metro Mid-Springfield	x	
Public Land	Glenwood	x	
Public and Semi-Public	E Main Q Street	x	
Rural Commercial	Metro	x	
Rural Residential	Metro	x	
Sand and Gravel	Metro	x	
Special Heavy Industrial	Metro	x	
Special Light Industrial	Gateway	x	
University	Metro	x	
Willamette Greenway	Metro		x

Existing Plan Designations by Refinement Plan

<b>Plan</b>	<b>Designation</b> <i>(the only overlay designations are in the Metro Plan, as noted)</i>
Downtown	Booth-Kelly Mixed Use Downtown Mixed Use Government Heavy Industrial Parks & Open Space
E Kelly Butte	High Density Residential Low Density Residential Medium Density Residential Mixed Use
E Main	Community Commercial Heavy Industrial Low Density Residential Low Density Residential Area #1 Light medium Industrial Medium Density Residential Mixed Use Areas #2, 2A, 2B, 3 Public and Semi-Public
Gateway	Community Commercial General Office High Density Residential Low Density Residential Light Medium Industrial Medium Density Residential Mixed Use-Light Medium Industrial/Community Commercial Neighborhood Commercial Parks & Open Space Special Light Industrial
Glenwood	Commercial Commercial/Industrial/Mixed Use Commercial/Industrial/Multi-Family Residential/Mixed Use Low Density Residential Light medium Industrial Mixed Use/Nodal Development Parks & Open Space Public Land



Metro	Agriculture Airport Reserve Campus Industrial Commercial Community Commercial Center Forest Land Government and Education High Density Residential Heavy Industrial Low Density Residential Light medium Industrial Major Retail Center Medium Density Residential Mixed Use Area ( <i>overlay</i> ) Natural Resource Nodal Development Area ( <i>overlay</i> ) Parks & Open Space Rural Commercial Rural Residential Sand and Gravel Special Heavy Industrial University Willamette Greenway ( <i>overlay</i> )
Mid-Springfield	Commercial Heavy Industrial Low Density Residential Light Medium Industrial Medium Density Residential Parks & Open Space
Q Street	Community Commercial High Density Residential Low Density Residential Medium Density Residential Neighborhood Commercial Public/Semi-Public

**Table LU-2 PRELIMINARY SPRINGFIELD 2030 REFINEMENT PLAN  
LAND USE MAP DESIGNATIONS**

\* NOTE: Proposed map label colors to be amended as the plan diagram is prepared and the proposed designation categories will be refined in early 2010 and throughout the public review process. New implementing zoning districts shall be developed through subsequent planning processes. Springfield is considering new plan designations to implement mixed-use development.

<i>Map Label</i>	<i>Designation</i>	<i>Description</i>	<i>Applicable Zoning Districts</i>
<b>URBAN HOLDING AREAS</b>			
E-UHA	Employment Opportunity - Urban Holding Area	Land that is not yet planned for urban uses. Land shall be designated and zoned predominantly for employment uses.	list of city and county zoning designations that are consistent with the associated map designation.
R-UHA	Residential Opportunity - Urban Holding Area	Land that is not yet planned for urban uses. Land shall be designated and zoned predominantly for residential uses.	list of city and county zoning designations that are consistent with the associated map designation.
<b>RESIDENTIAL &amp; RESIDENTIAL MIXED USE DISTRICTS</b>			
RL	Residential Low Density 6-14 du/ac net density	Land designated primarily for single and two-family homes on single lots.	RL (LDR)
RLM	Residential Low - Moderate Density 8-14 du/ac net density	Land designated primarily for single family and two-family homes on single lots.	RLM (LDR-3)
RM	Residential Medium Density 14-28 du/ac net density	Land designated for relatively dense multi-family housing types, such as apartment complexes and multistory attached housing	RM (MDR)
RH	Residential High Density 28-42 du/ac net density	Multiple-family housing areas where relatively larger and taller apartment buildings are the predominant building type	RH (HDR)

RMU	Residential Mixed-Use >12 du/ac net density <u>Higher minimums TBD in District Plans or Master Plans</u> (City may implement new zoning in plan districts)	Land designated for high density multi-unit housing structures with options for inclusion of ground floor commercial uses.	RMU (MUR) RMU-- Glenwood Riverfront Plan District, RMU- Downtown District
<b>COMMERCIAL, EMPLOYMENT &amp; MIXED USE DISTRICTS</b>			
CN	Neighborhood Commercial	Small commercial uses supporting a residential neighborhood	NC, RM, RM, RH
NMU	Neighborhood Mixed-Use	Clusters of relatively small convenience shopping and service uses that serve as activity centers and gathering places for the surrounding residential neighborhood or district - with residential units above.	NMU, NC
CGO	General Office	Office districts located to buffer between commercial and residential uses and between industrial and residential uses	RL, RM, RH, ILM, CC, CR Old names: LDR, MDR, LMI, CC
MUC	Community Mixed-Use	Relatively high density mix of residential, retail, office, institutional and civic uses in a compact urban setting.	CC, MUC, DT, GR
CC	Community Commercial	Districts located along roadways, and larger commercial districts serving a wide variety of retail or service activities, including automobile-oriented uses and “heavy” commercial uses with appearance or operational characteristics not generally compatible with residential or small-scale commercial activities.	CC
CR	Regional Commercial	Large, high-intensity regional centers that may include region-serving retail, office, service and entertainment uses, large hotels and motels; high density residential uses; and civic and institutional uses.	MRC

CI	Campus Industrial	Primarily large scale light-industrial firms in a campus-like setting; small and medium scale industrial uses within the context of industrial and business parks with minimal environmental impacts. Complimentary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis.	CI
E	Employment	Predominantly office, research and specialized employment areas such as medical and technology centers, business parks, corporate headquarters	CI, MS, MUE
MUX	Regional Mixed-Use	Large, high-intensity regional centers that may include region-serving retail, office, service and entertainment uses and other attractors, large hotels and motels; high density residential uses; and civic and institutional uses. Specifically intended to include a substantial residential component.	CRMU-Glenwood Riverfront Plan District, DTMU-Downtown Plan District
EMU	Employment Mixed Use	Areas planned for a mix of office employment uses with supporting small scale commercial & residential uses, inc. live-work buildings.	E, MUE, CI
IL	Light Industrial	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 is generally less than Heavy Industrial and transportation needs are often met by truck. Also accommodates supporting offices and light industrial uses.	LMI
I	Heavy Industrial	General industrial use areas. Industries that process large volumes of raw materials into refined products and/or have significant external impacts. Transportation needs often include	HI, LMI

		rail and heavy trucks. May also accommodate light and medium industrial uses and supporting offices.	
PL	Public Facility, Government and Education	Public land and public institutions	PLO
POS	Parks & Open Space	Recreation and open space areas	PLO

**SPRINGFIELD LAND USE PLAN DESIGNATIONS**

\* = new designation in 2030 plan

**RESIDENTIAL DISTRICTS (R)**

- Low Density Residential (RL)
- Low Moderate Density Residential (RLM)\*
- Medium Density Residential (RM)
- High Density Residential (RH)
- Residential Mixed-Use (RMU)

**MIXED-USE DISTRICTS (MU)**

- Neighborhood Mixed-Use (NMUC) \*
- Community Mixed-Use (MUC)
- Regional Mixed-Use (MUX)\*

**COMMERCIAL/EMPLOYMENT DISTRICTS (C/E)**

- Neighborhood Commercial (NC)\*
- Community Commercial (CC)
- Regional Commercial (CR)
- Mixed Use Employment Center (MUE)\*
- Heavy Industrial (I)
- Light Medium Industrial (IL)
- Mixed Use (MU)

**PUBLIC LAND AND OPEN SPACE DISTRICTS (PLO)**

- Public Land, Government and Education (includes high schools and colleges) (PL)
- Parks and Open Space (POS)

**NATURAL RESOURCE (NR)**

**SPECIAL OVERLAY DESIGNATIONS**

- Nodal Development (ND)
- Transit Corridor (TC)\*
- Willamette River Greenway (WGR)
- Employment Center Opportunity - Urban Holding Area (E- UHA)\*

- Residential Opportunity Site - Urban Holding Area (R-UHA)\*

### **SPECIAL USE DISTRICTS AND MASTER PLANNED AREAS**

- Downtown City Center—This district represent opportunities for mixed-use development, with a variety of commercial retail and office uses, and high-density housing. Glenwood Riverfront Plan District (GRD) (update scheduled for adoption 2010)
- Franklin/McVay Corridor (scheduled for adoption 2010)
- RiverBend
- Marcola Meadows
- MountainGate

*Insert new diagram “Springfield Master Plans” here*

### **REFINEMENT PLANS**

- Gateway
- Downtown (to be superceded by Downtown District Plan, scheduled for adoption 2010)
- Glenwood
- Mid Main
- East Main
- Q Street

*Insert new diagram “Springfield Refinement Plans” here*

### **PLAN DIAGRAM NOTES**

The recommended land use district designations used on the Plan Diagram are supplemented by the Plan Map Notes keyed to specific locations on the Maps. These notes provide additional explanation regarding the intent of the land use designation as applied to that location, and may indicate some of the additional land use and design issues and choices that should be addressed in more-detailed neighborhood plans or special area plans.

## **URBAN DESIGN FUNDAMENTAL PRINCIPLES**

### *Design of the Public Realm*

An underlying assumption of urban design is that comfortable, attractive public space evolves from an intentional development process rather than a result of accidental occurrences. The concept of the “street as a room” is central to this approach. Just as the layout of the interior of a home can create a pleasant and functional indoor living environment, the design of a neighborhood can create a functional, efficient, and pleasant outdoor living environment. Squares and street space act as rooms, while building facades form the walls of the room. The relationship of building placement and scale to the width of exterior space is critical to the creation of a comfortable, inviting public realm.

### *Good Urban Places Are Characterized by:*

- Open spaces defined by blocks

- Blocks defined by buildings
- Off street parking located at the rear of buildings or not visible from the public realm
- Human-scaled streets created with building height to street width proportions
- Street vistas with terminations and focal points such as monuments and civic buildings
- Variety of building types
- Vertical proportion of buildings and fenestration
- Transition in building height and mass
- Transitional spaces such as entries, colonnades, porches, balconies, courtyards and forecourts between the public street and the private realm
- Architecture that creates safe, pleasant, and comfortable walking and gathering environments

## *Fundamental Principles*

### *URBANIZATION AND URBAN DESIGN*

1. The Eugene-Springfield metropolitan region is a finite place with geographic boundaries derived from topography, watersheds, farmlands, regional parks, and river basins. The metropolitan region is made of multiple centers that are cities, towns, and rural communities, each with its own identifiable center and edges.
2. The Eugene-Springfield metropolitan region is a fundamental economic unit of the contemporary world. Governmental cooperation, public policy, physical planning, and economic strategies must reflect this new reality.
3. The Eugene-Springfield metropolitan region has a necessary and fragile relationship to adjacent farmland, forestland, rural and natural landscapes. The relationship is environmental, economic, and cultural.
4. Development patterns should not blur or eradicate the edges of the urban area.
5. Concentration of urban development within existing urban areas conserves environmental resources, economic investment, and social fabric, while reclaiming marginal and abandoned areas. Urban growth boundaries are the state's adopted strategy to concentrate urban development.
6. Where appropriate, new urban areas brought into urban growth boundaries should be organized as neighborhoods and districts, and be integrated with the existing urban pattern.
7. The development and redevelopment of Springfield should respect historical patterns, precedents, and boundaries.

8. The City should bring into proximity a broad spectrum of public and private uses to support a regional economy that benefits people of all incomes. Affordable housing should be distributed throughout the region to match job opportunities and to avoid concentrations of poverty.
9. The physical organization of Springfield and the Metro area region should be supported by a framework of transportation alternatives. Transit, pedestrian, and bicycle systems should maximize access and mobility throughout the region while reducing dependence upon the automobile.
10. Revenues and resources can be shared more cooperatively among the municipalities and centers within the Metro region to avoid competition for tax base and to promote rational coordination of transportation, recreation, public services, housing, and community institutions.

*URBAN DESIGN ELEMENTS: The neighborhood, the district, and the corridor*

11. The neighborhood, the district, and the corridor are the essential elements of development and redevelopment in the city. They form identifiable areas that encourage citizens to take responsibility for their maintenance and evolution.
12. Neighborhoods should be compact, pedestrian-friendly, and mixed-use. Districts generally emphasize a special single use, and should follow the principles of neighborhood design when possible. Corridors are regional connectors of neighborhoods and districts; they range from boulevards and rail lines to rivers and park ways.
13. Many activities of daily living should occur within walking distance, allowing independence to those who do not drive, especially the elderly and the young. Interconnected networks of streets should be designed to encourage walking, reduce the number and length of automobile trips, and conserve energy.
14. Within neighborhoods, a broad range of housing types and price levels can bring people of diverse ages, races, and incomes into daily interaction, strengthening the personal and civic bonds essential to an authentic community.
15. Transit corridors, when properly planned and coordinated, can help organize metropolitan structure and revitalize urban centers. In contrast, high way corridors should not displace investment from existing centers.
16. Appropriate building densities and land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.



17. Concentrations of civic, institutional, and commercial activity should be embedded in neighborhoods and districts, not isolated in remote, single-use complexes. Schools should be sized and located to enable children to walk or bicycle to them.
18. The economic health and harmonious evolution of neighborhoods, districts, and corridors can be improved through graphic urban design codes that serve as predictable guides for change.
19. A range of parks, from tot-lots and village greens to ballfields and community gardens, should be distributed within neighborhoods. Conservation areas and open space lands should be used to define and connect different neighborhoods and districts.

*URBAN DESIGN: The block, the street, and the building*

20. The principles of urban design are not unique to any particular historical period. They are an accumulation of knowledge over time based on a positive human perception of space. Spaces that are in scale with the human body result in a feeling of physical comfort in the built environment. Traditionally, the elements of architecture have reinforced a sense of human scale.
21. A primary task of all urban architecture and landscape design is the physical definition of streets and public spaces as places of shared use.
22. Individual architectural projects should be seamlessly linked to their surroundings. This issue transcends style.
23. The revitalization of urban places depends on safety and security. The design of streets and buildings should reinforce safe environments, but not at the expense of accessibility and openness.
24. In the contemporary metropolitan area, development must adequately accommodate all modes of transportation. Accommodation of vehicular modes should respect the pedestrian and the form of public space and in some cases/districts be subservient to the needs of pedestrians.
25. Streets and squares should be safe, comfortable, and interesting to the pedestrian. Properly configured, they encourage walking and enable neighbors to know each other and protect their communities.
26. Architecture and landscape design should grow from and respond to local climate, topography, history, and building practice.

27. Civic buildings and public gathering places require important sites to reinforce community identity and the culture of democracy. They deserve distinctive form, because their role is different from that of other buildings and places that constitute the fabric of the city.
28. All buildings should provide their inhabitants with a clear sense of location, weather and time. Natural methods of heating and cooling can be more resource efficient than mechanical systems.
29. Preservation and renewal of historic buildings, districts, and landscapes affirm the continuity and evolution of urban society.

(adapted from the Charter of the Congress for the New Urbanism)

## **SUSTAINABLE CITY DESIGN**

### **FINDINGS:**

1. Sustainability and sustainable development are terms that have been used more widely following the 1992 United Nations Conference on Environment and Development held in Rio de Janeiro, Brazil. At the heart of the sustainability concept is the notion that the natural environment and all human economic and social activity are inter-related. Sustainability also includes the optimistic idea that it is possible to achieve a high quality of life for humankind without having a detrimental effect on nature.
2. At the same time, meeting sustainability objectives is not easy. It will take considerable leadership, effort, creativity, and flexibility from individuals and organizations of all types.
3. The many different definitions of sustainability all focus on linking the impacts of current activity to quality of life in the future. The most widely cited definition is that sustainability is about meeting the needs of people today without jeopardizing the flexibility of future generations to meet their needs. Another very simple definition is “do no harm, now or in the future.” A precise definition is not critical. However, it is important for Springfield’s comprehensive plan to acknowledge that there is general agreement about the key aspects of a sustainable community, including:
  - Social progress that meets the needs of everyone
  - Effective protection of the environment
  - Prudent use of natural resources
  - Maintenance of high and stable levels of economic growth and employment
4. Global climate change and habitat destruction pose significant challenges requiring a global response. The scale and extent of these problems has come into sharp focus since adoption of the Metro Plan. Timely action is both essential and presents an unprecedented opportunity.

5. These environmental challenges complicate equitable development the world over. Holistic solutions must address poverty, health and underdevelopment as well ecology and the environment.
6. Together, the transportation and building sectors account for the majority of energy and non-renewable resource usage, making the design and planning of the totality of the built environment essential in tackling these problems.
7. Smart growth, green building and new urbanism each have produced advances in resource and energy efficiency. Yet they alone are insufficient and are sometimes even at odds with one another in tackling this challenge. It is time for each of their specific strategies to be integrated.
8. The Springfield 2030 Refinement Plan provides a powerful and enduring set of principles and policies for transitioning to a more sustainable urban form. Meaningful change will be achieved by simultaneously engaging urbanism, infrastructure, architecture, construction practice and conservation in the creation of humane and engaging places that can serve as models.
9. The profound nature of the environmental crisis calls unified design, building and conservation culture to advance the goals of true sustainability.
10. A set of operating principles is needed to provide action-oriented tools for addressing the urgent need for change in the planning, design and building of communities. Actions must respond to local conditions and be continuously developed and refined over time.
11. Human interventions in the built environment tend to be long lived and have long-term impacts. Therefore, design and financing must recognize long life and permanence rather than transience. City fabric and infrastructure must enable reuse, accommodating growth and change on the one hand and long-term use on the other.
12. Economic benefits will be realized by investing in human settlements that both reduce future economic impacts of climate change and increase affordability. Patient investors should be rewarded by fiscal mechanisms that produce greater returns over the long term.
13. Truly sustainable design must be rooted in and evolve from adaptations to local climate, light, flora, fauna, materials and human culture as manifest in indigenous urban, architectural and landscape patterns.
14. Design must preserve the proximate relationships between urbanized areas and both agricultural and natural lands in order to provide for local food sources; maintain local watersheds; a clean and ready water supply; preserve clean air; allow access to local natural resources; conserve natural habitat and to guard regional biodiversity.

*SUSTAINABLE ARCHITECTURE AND URBANISM: Fundamental Guiding Principles and Goals*

*The City of Springfield considers the following to be sustainable practices and encourages development in accordance with the following principles;*

### *Building and Infrastructure*

- The primary objective of the design of new buildings and the adaptive reuse of older ones is to create a culture of permanence with well-crafted, sound, inspired and beloved structures of enduring quality. Places shall promote longevity and the stewardship of both our natural and man-made environments.
- Architecture and landscape design derive from local climate, flora, fauna, topography, history, cultures, materials and building practice.
- Architectural design shall derive from local, time-honored building typologies. Building shells must be designed to be enduring parts of the public realm. Yet internal building configurations must be designed to be flexible and easily adaptable over the years.
- The preservation and renewal of historic buildings, districts and landscapes will save embodied energy, as well as contribute to cultural continuity.
- Individual buildings and complexes shall both conserve and produce renewable energy wherever possible to promote economies of scale and to reduce reliance on costly fossil fuels and inefficient distribution systems.
- Building design, configuration and sizes must reduce energy usage and promote easy internal vertical and horizontal walkability. Approaches to energy design should include low technology, passive solutions that are in harmony with local climate to minimize unwanted heat loss and gain.
- Renewable energy sources such as non-food source biomass, solar, geothermal, wind, hydrogen fuel cells and other non-toxic, non-harmful sources reduce carbon and the production of greenhouse gases.
- Water captured as precipitate, such as rainwater and that internally harvested in and around individual buildings, can be cleaned, stored and reused on site and allowed to percolate into local aquifers.
- Water usage can be conserved within structures and conserved through landscape strategies that mimic native climate, soil and hydrology.
- Building materials that are locally obtained, rapidly renewable, salvaged, recycled, recyclable and have low embodied energy. Alternatively, materials chosen for their durability, exceptional longevity and sound construction, taking advantage of thermal mass properties to reduce energy usage.
- Building materials that are non-toxic and non-carcinogenic with no known negative health impacts.
- Food production of all kinds shall be encouraged in individual buildings and on their lots consistent with their setting in order to promote decentralization, self sufficiency and reduced transportation impacts on the environment.

### *The Street, Block, and Network*

- The design of streets and the entire right-of-way shall be directed at the positive shaping of the public realm in order to encourage shared pedestrian, bicycle and vehicular use.
- The pattern of blocks and streets shall be compact and designed in a well-connected network for easy, safe and secure walkability. This will reduce overall vehicular usage by decreasing travel time and trip length. Design shall strive to minimize material and utility infrastructure.
- The positive shaping of the public realm shall focus on creating thermally comfortable spaces through passive techniques such as low albedo and shading with landscape and buildings. The techniques shall be consistent with local climate.
- The design of the streets, blocks, platting, landscape and building typologies shall all be configured for both reduced overall energy usage and an enhanced quality of life in the public realm.
- Roadway materials shall be non-toxic and provide for water reuse through percolation, detention and retention. Green streets integrate sustainable drainage with the role of the street as defined public space. Their design shall maintain the importance of the building frontage and access to the sidewalk and roadway, balancing the desirability of surface drainage with the need for street connectivity and hierarchy.
- A wide range of parking strategies (such as park-once districts, shared parking, parking structures, reduced parking requirements, minimized surface parking areas and vehicle sharing) shall be used to constrict the supply of parking in order to induce less driving and to create more human-scaled, amenable public space.

### *The Neighborhood and City*

- The balance of jobs, shopping, schools, recreation, civic uses, institutions, housing, areas of food production and natural places shall occur at the neighborhood scale, with these uses being within easy walking distances or easy access to transit.
- Wherever possible, new development shall be sited on underutilized, poorly designed or already developed land.
- Provide a range of densities that are compatible with existing places and cultures and that hew tightly to projected growth rates and urban growth boundaries while promoting lively mixed urban places.
- Encourage city and neighborhood scale production of renewable as well as at the scale of the individual building in order to decentralize and reduce energy infrastructure.
- Brownfields shall be redeveloped, utilizing clean-up methods that reduce or eliminate site contaminants and toxicity.
- Protect and restore riparian areas and wetlands and the natural systems which promote recharge of aquifers and prevent flooding, while considering the desirability of Springfield's urban waterfronts as public spaces of extraordinary impact and character.

- Natural places of all kinds shall be within easy walking distance or accessible by bicycle or transit. Public parklands and reserves shall be protected and the creation of new ones promoted.
- Within neighborhoods, a broad range of housing types, sizes and price levels for a population of diverse ages, cultures and incomes can provide for self-sufficiency and social sustainability, while promoting compact cities and regions.
- A steady source of water and the production of a wide range of locally raised foods within an easily accessed distance of the city are highly desirable. Compact urban development conserves nearby rural agricultural settlements and preserves local traditional foods and food culture.
- Projects shall be designed to reduce light pollution while maintaining safe pedestrian environments. Noise pollution should also be minimized.
- The design of neighborhoods and towns shall use natural topography and shall seek to balance cut and fill where possible in order to minimize site disturbance and avoid the import and export of fill.
- The siting of new development shall prefer already urbanized land. If undeveloped land is used, then the burden for exceptional design, demonstrable longevity and environmental sensitivity shall be more stringent and connections to the region shall be essential.
- Sensitive or virgin forests, native habitats and prime farmlands shall be conserved and protected. Imperiled species and ecological communities shall be protected.
- Wetlands, other bodies of water and their natural watersheds and their habitats shall be protected.

### **GOALS AND OBJECTIVES**

1. Position Springfield as a resourceful, resilient and sustainable 21<sup>st</sup> Century city.
2. Transform Springfield's Willamette River urban waterfront in Glenwood and Downtown into distinctive beautiful, accessible, vibrant and sustainable urban neighborhoods that are highly desirable places to live, work and recreate and that ultimately redefine how the city is perceived.
3. Ensure that sustainability principles are integrated into land use and public facilities planning, design, management, operations and decision-making.
4. Engage the community as an active partner in the City's revitalization.
5. Develop strategic partnerships to attract private-sector investment.

6. Remediate brownfields and redevelop greyfields to develop new healthy neighborhoods.
7. Develop accessible, new and improved neighborhoods and public spaces that offer a high quality of life for residents and visitors alike.
8. Plan and designate land to facilitate the development of diverse and sustainable commercial and residential communities.
9. Continue to develop and establish Downtown as a Cultural Arts District for Creativity and Innovation and strive to ensure that Springfield is the city that supports the arts and cultural institutions.

DRAFT

**MEMORANDUM**

City of Springfield

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**Date:** 11/16/2009  
**To:** Gino Grimaldi **COUNCIL**  
**From:** Gregory Mott **BRIEFING**  
**Subject:** Response to Public Testimony **MEMORANDUM**

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**ISSUE:**

As part of the public hearing process on the draft Springfield Residential Lands and Housing Needs Analysis, the Planning Commission received public testimony prior to and during the October 20<sup>th</sup> public hearing. The Planning Commission forwarded a recommendation of approval to the Council without comment on the testimony. Staff has prepared a response to that testimony to assist the Council in deliberation on this matter.

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**COUNCIL GOALS/****MANDATE:**

Council Goals: Mandate

Adoption of the Residential Lands and Housing Needs Analysis (RHLNA) satisfies the City's obligation to "complete the inventory, analysis and determination required under ORS 197.296(3) to begin compliance with this 2007 Act within two years after the effective date of this 2007 Act." (2007 Or Laws Chapter 650 commonly referred to as HB 3337)

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**BACKGROUND:**

The Development Services Department and Planning Commission received the following testimony, which is attached to this memorandum as follows:

1. 10/9/09 letter from Ms. Mia Nelson, 975 West 5<sup>th</sup> Avenue #5, Eugene, OR 97402
2. 10/12/09 e-mail from Mr. Ed Moore, AICP/SWV Regional Representative, Department of Land Conservation and Development
3. 10/19/09 e-mail from Mr. Robert Emmons, President, LandWatch Lane County, 40093 Little Fall Creek Road, Fall Creek, OR 97438-9728
4. 10/19/09 letter from Mr. Sid Friedman, 1000 Friends of Oregon, 189 Liberty Street NE, #307A, Salem OR 97301
5. 10/19/09 e-mail from Mr. Lee Beyer, Springfield Planning Commissioner, 225 Fifth Street, Springfield, OR 97477<sup>1</sup>
6. 10/20/09 letter from Ed Moore, SWV Regional Representative, DLCD
7. 10/20/09 letter from Mr. Al Johnson, Special Counsel to the City of Springfield, 2303 SE Grant, Portland, OR 97214<sup>2</sup>

In addition, Mr. George Grier, 1342 ½ 66<sup>th</sup> Street, Springfield, OR 97478 submitted written materials prepared by others when he appeared at the Planning Commission hearing. Ms. Nelson, Mr. Emmons and Mr. Friedman testified at the hearing, as did Mr. Michael Farthing, P.O. Box 10126, Eugene, OR 97440.

Generally, the testimony of Ms. Nelson, Mr. Emmons, Mr. Friedman, Mr. Moore and Mr. Grier align in terms of the topics addressed and the concerns each has with the treatment these topics receive in the RLHNA. It is fair to say that the message common to this testimony is support of

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<sup>1</sup> Mr. Beyer's testimony supports the RLHNA as it appears.

<sup>2</sup> Mr. Johnson's testimony responds to the issues raised in Mr. Moore's 10/12/09 e-mail.



the City's efforts to provide housing for future populations, but that such efforts should not be at the expense of valuable adjacent farm and forest land. In most cases, the testimony suggests that the existing residential land inventory, if properly accounted for and efficiently used, would not require an expansion of the current urban growth boundary. Specific to this premise, the testimony is critical of some of the baseline assumptions in the study, including: the effects constraints will have on future development densities (overstated); the proportion of new units that will be provided through redevelopment (understated); and the diminution of the inventory caused by non-residential uses developing on this land (overstated). The remainder of this memorandum will provide responses to issue raised in this testimony.

Comments from Ms. Mia Nelson:

**“1) The assumption that large amounts of already developed and developable land provide no capacity for additional housing due to the presence of slopes over 25 percent grade.”**

Comments from Mr. Sid Friedman:

**“1. The draft RLHNA underestimates the capacity of available lands within the existing UGB.**

**Constrained Land. The draft RLHNA assumes all residentially zoned land with slopes greater than 25% is unbuildable land with no capacity to meet identified land needs. This assumption underestimates the capacity of these lands for the following reasons:**

**Section 3.3-500 of Springfield's Development code explicitly allows residential development on much of this land at lower densities and also allows transfer of development rights to other areas with lesser slopes. It is also our understanding that platted residential subdivision lots exist in some of these areas for which building permits will be issued as a matter of right.**

**While the assumption of zero capacity for housing may be allowed under Oregon's administrative rules, it is not required. A more accurate estimate of the capacity of the existing UGB would assume that development will continue to occur in these areas, consistent with the development code and current and historical trends.**

**In addition, these lands can likely accommodate some portion of Springfield's future park needs, since not all parkland must be buildable land.”**

An inventory of buildable lands is subject to ORS 197.296 and OAR 660-008. The statute, in part reads:

*“(4)(a) For the purpose of the inventory described in subsection (3)(a) of this section, 'buildable lands; includes:*

*(A) Vacant lands planned or zoned for residential use;*

*(B) Partially vacant lands planned or zoned for residential use;*

*(C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning*

*(D) Lands that may be used for residential infill or redevelopment”*

The administrative rule that interprets this statute states:

*“(2) ‘Buildable Land’ means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses.*

*Publicly owned land is generally not considered available for residential uses. Land is generally considered ‘suitable and available’ unless it:*

*(a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*

*(b) Is subject to natural resource protection measures determined under statewide Planning Goals 5, 15, 16, 17, or 18;*

*(c) Has slopes of 25 percent or greater;*

*(d) Is within the 100-year flood plain; or*

*(e) Cannot be provided with public facilities”*

On May 22, 2006 the Residential Lands Inventory Stakeholders endorsed the 25% slope standard as the factor differentiating buildable inventory of this type (hillside). There were several reasons for this endorsement including the difficulty and expense of infrastructure development; erosion, run-off, and watershed concerns; mixed results from past practices; street grade maximums of 18% making it difficult or impossible to access some of this land; and minimum lot size standard of 20,000 square feet for lots 25%-35%, and 40,000 square feet for slopes 35% or steeper. The cumulative effect of these circumstances reflects a development potential that is significantly less than 50% of the Metro Plan’s observed density of 4.18 du’s per acre in low density residential designations and less than 25% of the maximum allowed density attainable on unconstrained sites.

On June 1, 2006 the Planning Commission agreed with this recommended assumption; on June 12, 2006 the Council agreed with these recommendations and accepted this assumption for inclusion in the inventory analysis. Both Ms. Nelson and Mr. Friedman acknowledge that the Rule allows the 25% slope exclusion, but both argue that the City is not required to use this exclusion and should not invoke this provision because the City allows development to occur on slopes this steep and steeper. The Rule does not specify that this provision only applies if a jurisdiction does not allow development in these areas; it simply *allows* these sites to be excluded from buildable lands inventories without further qualification.

The constraining circumstances present in Springfield for development of these sites, as described in this commentary, supports the exclusion of these sites from the buildable lands inventory. Additionally, though the City does allow applications for development proposals in these areas, does issue building permits for platted lots and lots of record in these areas, these developments are the very lowest density developments in Springfield and are occupied by the most expensive homes built in Springfield. These sites historically are developed at about 20-30% of the density of comparably sized but unconstrained low density residential land, and are never developed with medium or high density housing. Because a typical block length may only access three or four homes, the per lot development costs drive the price for these homes to the highest levels in Springfield.

The transfer of development rights applies exclusively to portions of the development site less than 15% slope; in no case shall the density of the developed portion of the site exceed 8 dwelling units per developable acre; land greater than 15% average slope used to calculate a

density transfer bonus “shall be maintained as permanent open space or dedicated for park use.” This actually further diminishes the development capacity of steeper slopes because land less than 15% slope is not subject to hillside overlay if below 670 feet elevation (no 10,000 square foot minimum lot size) and all land steeper than 15% cannot be used for residential structures.

Comments from Ms. Mia Nelson:

**“2) The assumption that constraints such as slope, wetlands, floodplains, riparian areas and easements preclude use of land for non-residential needs such as parks.”**

Comments from Mr. Friedman:

### **Park Land**

**The draft RLHNA identified a need for 357 acres of additional park land during the planning period. A comparison to the amount of land needed for housing suggests this assumption is unrealistic. A need of 752 net buildable acres for housing is forecasted. If 357 acres of park land were developed, every third block or so would be a park. While so much park land may be desirable, this outcome seems implausible.**

**The draft RLHNA also assumes that all park land must be buildable land. We are unable to find an explanation for this assumption and it seems faulty. A comparison of Springfield’s zoning map to the constraints map in the draft RLHNA shows that extensive amounts of Springfield’s existing park land utilizes unbuildable land. Many of the types of park needs indentified in the Willamalane park and Recreation Comprehensive Plan are for natural areas that are particularly well-suited to riparian, wetland, and sloped areas. For these reasons, it is reasonable to assume that future parks will utilize unbuildable land as well as buildable land.**

**This is especially true since buildable land is far more expensive to acquire than unbuildable land, There is no proposed funding mechanism to purchase this many buildable acres of park land, nor any measures proposed to protect this acreage for eventual park use. Therefore, a large portion of the UGB expansion purportedly for park land is likely to instead be converted to residential uses.**

**Finally, the draft RLHNA may have underestimated the amount of existing park land available within the Willamalane district boundary. Table 6-2 identifies 563 acres of existing parkland. This is less than, and inconsistent with, the Willamalane Park and Recreation Comprehensive Plan. Chapter One of the Park and Recreation Comprehensive Plan states:**

**Within its current boundary, the District manages approximately 680 acres of land in 31 parks and open spaces and two undeveloped properties...Residents also have limited access to more than 300 acres of facilities and open space owned by Springfield School District 19**

**In addition to the 680 acres identified in the plan, Springfield has acquired 37 acres of park land between 2002 and 2008. Thus, Springfield has an apparent total of 717 acres of developed and undeveloped park land, some 154 acres more than the draft RLHNA identifies. The draft RLHNA may have failed to consider the undeveloped park land already owned by the district. If this is the case, the inventory should consider this additional acreage or the discrepancy should be explained.**

**Springfield also has limited availability of 300 acres of facilities and open space owned by the school district. The draft RLHNA fails to consider these shared facilities.**

**In summary, any deficit of buildable land for parks is smaller than assumed in the draft RLHNA. The capacity of existing lands may be greater than the inventory reflects. Additionally, a portion of any park land deficit can be accommodated on unbuildable land.**

The City has a variety of strict development limitations that apply to sites that feature each of the constraints identified by Ms. Nelson. This regulatory framework applies regardless of ownership or proposed use; this is why these properties are categorized as constrained.

Willamalane Park and Recreation District provides a variety of park and recreation opportunities, facilities and services. One component of these opportunities includes “Natural Areas, Linear Parks, and Trails.” The park plan recognizes that other comparable park districts have a larger inventory of this type of parkland, but even so, the plan does not include a quantitative standard applicable to need or preferred service level (Ref. Table A-16, Appendix A, Willamalane Park and Recreation Comprehensive Plan). The Plan does indicate several proposed park sites of the “Natural-Area” category in the southeast hills, including Mountain Gate and east of the cemetery; in Jasper-Natron and in Booth-Kelly. All of these sites are within existing residential designations (Booth-Kelly is mixed use). The lack of a standard defining the size of these potential park sites is further reflected by the District’s case-by-case approach to the acquisition of this type of parkland as described in Chapter Four of the Plan:

“Collaborate with appropriate partners to pursue acquisition and development of natural areas coordinated with and connecting to neighborhoods and other parks. “(potential Jasper-Natron Natural-Area Park)

”Collaborate with appropriate partners to pursue acquisition and development of natural-area parks as opportunities arise.” (potential Thurston Hills Natural-Area Park)

“Work with the landowner(s) to develop a natural-area park in coordination with future residential development.” (potential Mount Vernon Natural-Area Park)

Further, though the plan contemplates a network of connected parks in these areas, there is nothing in the plan that suggests a property that is unsuitable for residential development is suitable for park development. In any case, as long as the District does not have an adopted quantitative standard for this type of parkland the City cannot assume that a specific percentage of these constrained sites will be used for park use.

With respect to the discrepancy between Willamalane’s current total park land of 680 acres, and Table 6.2 in the RLHNA showing 563 acres, we believe this may be a differentiation of undeveloped park land (GP property, 125 acres); this makes the total 555 acres, not 563 acres. More to the point, however, is the fact that 206 acres of Willamalane’s 680 acres (including the GP property) are *outside* the UGB. The City’s jurisdiction does not extend beyond the UGB, therefore the City can’t account for any of this 206 acres of parkland being part of the residential inventory subsumed by parks. There are actually only 474 acres of parkland within the UGB and of this, 381 acres (80%) are designated Park and Open Space on the *Metro Plan* diagram, not residential. This designation does not allow residential development therefore it is not included in any assumptions about gross residential v. net residential acres.

The assumptions included in the RLHNA do include development in the *floodplain*, but not within the *floodway*. While it is true that park use that complies with floodway development standards could be located in the floodway, there are less than 10 acres of vacant residential designations located within the floodway.

The other non-residential uses that are typically found in residential designations include churches, schools, neighborhood commercial or non-park government uses. All of these uses are subject to the same development improvement regulations imposed on residential development, and in many cases are subject to additional requirements *not* imposed on residential development including off-street parking areas and the requirement that the use have direct access to a collector or arterial street. These standards and requirements make it even less likely that these non-residential uses will locate on constrained sites.

Comments from Ms. Mia Nelson:

**“3) The assumption that non-residential uses such as parks and schools will be provided for using residentially designated lands, instead of land designated specifically for those uses.”**

Comments from Mr. Sid Friedman:

**“1. The draft RLHNA underestimates the capacity of available lands within the existing UGB.**

**The assumptions and analysis in the draft RLHNA apparently underestimate the capacity of available lands within the existing UGB to meet future land needs. The city should consider whether lands described below have capacity to provide for future land needs.**

**Land within the Public Land and Open Space Zoning (PLO) District.**

**Large areas of the city are zoned PLO. Section 3.2-705 of Springfield’s Development Code provides:**

**3.2-705 Establishment of the Public Land and Open Space (PLO) District**

**A. Establishment of the PLO District includes the following categories:**

- 1. Government uses, including public offices and facilities;**
- 2. Educational uses, including high schools and colleges; and**
- 3. Parks and open space uses including publicly owned metropolitan and regional scale parks and publicly and privately owned golf courses and cemeteries.**

**B The PLO District shall also be permitted on properties designated other than Public and Semi-Public as specified in the Metro Plan, a refinement plan, or plan district.**

**The analysis apparently fails to examine or consider the capacity of land within the PLO district to meet these public and semi-public future needs.**

**The draft RLHNA assumes that all land needed for future parks, open space, government offices and operation, schools, churches, cemeteries, etc. will require residential land. As a result, it only considers the availability of residentially-zoned land within the existing UGB to meet these needs. Lands in the PLO zone may also have capacity to meet these needs and should be inventoried and considered.”**

Certain non-residential uses have always had a place in residential areas; churches, schools, parks, corner grocery, delicatessen, tavern, and so forth. In most instances, a neighborhood that does not include one or more of these uses within walking distance is, charitably, considered to be an area without an identity. The *Metro Plan* recognizes this relationship throughout the

document, specifically as follows:

## Land Use Designations

“Land use designations shown in the *Metro Plan* Diagram are depicted at a metropolitan scale. Used with the text and local plans and policies, they provide direction for decisions pertaining to appropriate reuse (redevelopment), urbanization of vacant parcels, and additional use of underdeveloped parcels.

“Certain land uses are not individually of metropolitan-wide significance in terms of size or location because of their special nature or limited extent. Therefore, it is not advisable to account for most of them on the *Metro Plan* diagram. The Diagram’s depiction of land use designations is not intended to invalidate local zoning or land uses which are not sufficiently intensive or large enough to be included on the *Metro Plan* Diagram.” (Page II-G-2)

### Residential

“This category is expressed in gross acre density ranges. Using gross acres, approximately 32 percent of the area is available for auxiliary uses, such as streets, elementary and junior high schools, neighborhood parks, other public facilities, neighborhood commercial services, and churches not actually shown on the *Metro Plan* Diagram. *Such auxiliary uses shall be allowed within residential designations* (emphasis added) if compatible with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods.” (Page II-G-3)

### Commercial

“In certain circumstances, convenience grocery stores or similar retail operations play an important role in providing services to existing neighborhoods. These types of operations which currently exist can be recognized and allowed to continue through such actions as rezoning.” (Page II-G-5)

### Public and Semi-Public

“This designation contains three categories: Government (includes major office complexes and facilities and lodges) Education (includes high schools and colleges) Parks and Open Space – This designation includes existing publicly owned metropolitan and regional scale parks and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space. This designation also includes other privately owned lands in response to *Metro Plan* policies, such as the South Hills ridgeline, the Amazon corridor, the “Q” Street Ditch, and buffers separating sand and gravel designations from residential lands.” (Page II-G-9)

## Residential Land Use and Housing Element

“Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.” (page III-A-9)

## Economic Element

“Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods.” (Page III-B-6)

“Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.” (Page III-B-6)

“Encourage the expansion or redevelopment of existing neighborhood commercial facilities as surrounding residential densities increase or as the characteristics of the support population change.” (Page III-B-6)

#### Park and Recreation Facilities Element

“Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development, and management programs. The *Metro Plan* and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.” (Page III-H-4)

“Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level. The park standards adopted by the applicable city and incorporated into the city’s development code shall be used in local development processes.” (Page III-H-4)

“Accelerate the acquisition of park land in projected growth areas by establishing guidelines determining where and when developers will be required to dedicate land for park and recreation facilities, or money in lieu thereof, to serve their developments.” (Page III-H-4)

The body of work represented in the preceding *Metro Plan* text clearly permits and encourages the inclusion of small-scale, non-residential uses in residential designations, i.e., streets, churches, elementary and junior highs, neighborhood parks and neighborhood commercial. It is also clear that the question of scale comes into play for more intensive uses and thus the requirement that these more intensive uses locate on sites specifically designated in the *Metro Plan* for such use, i.e. major office complexes, high schools and colleges, and metropolitan and regional parks. Locating neighborhood scale uses on these specific government, education or park and open space designations not only relocates these activities from their common integration within the neighborhood, but also reduces the land available for the planned *regional* facilities. Notwithstanding this explicit language of the *Metro Plan*, a non-residential neighborhood activity by definition must occur within a neighborhood; therefore redesignating these sites for government or park use would cause the existing residential inventory to be categorically reduced because residential use is not permitted on these other *Metro Plan* designations. Theoretically, at least, maintaining a residential designation that might be developed with a non-residential use also preserves that same site for residential development if that is the choice of the property owner and decision of the City.

Ms. Nelson reiterates her concerns with the RLHNA assumptions by stating the following:

**“These three assumptions are not trivial; indeed they appear to form the entire basis for the proposed 344-acre residential UGB expansion. Table 6-2 states that 357 acres of land are needed to meet park needs; this is a bit more than the 344 total acres the Analysis recommends adding to the UGB. That means that if 344 acres of new parks can be sited on constrained lands and/or on existing park-designated lands, Springfield’s existing vacant residential lands would be enough to fully meet the 20-year demand.”**

Mr. Friedman raises a similar issue concerning an expansion of the UGB:

**“There is no proposed funding mechanism to purchase this many buildable acres of park land, nor any measures proposed to protect this acreage for eventual park use. Therefore, a large portion of the UGB expansion purportedly for park land is likely to instead be**

**converted to residential uses.”**

We agree that the assumptions approved by the City Council have contributed to the conclusions contained in the RLHNA; we do not agree with Ms. Nelson’s conclusion that the analysis recommends adding 344 acres to Springfield’s UGB or with Mr. Friedman’s conclusion that the document proposes a UGB expansion that is likely to result in the conversion of purported park land for residential uses. The RLHNA does not contain any recommendations to expand the UGB, to redesignate other sites for residential use, or to adjust densities in order to influence how and where to accommodate future Springfield households. As the Purpose Section at Page 2 of the RLHNA states: “This report presents an analysis consistent with the above outlined requirements, and draws upon previous work that ECONorthwest [prepared] for a number of Oregon cities and regions. The report is intended to serve as the basis for subsequent discussions and policy choices regarding the management of growth in Springfield and to enable the city to complete the residential lands inventory, analysis and determination required by ORS 197.296(3) and Section 3 of 2007 Or Laws Chapter 650 (HB 3337). It does not address land use efficiency measures as required by ORS 197.296 and OAR 660-024. Land use efficiency measures will be addressed through a separate process.” Land use efficiency measures are changes to the plan or code that “demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary.” (ORS 197.296(6)(b)).

Additional comments from Mr. Friedman:

**3. The Analysis of “Needed” Housing does not reflect the need for housing at price and rent ranges commensurate with the financial capabilities of Springfield’s households.**

**This not only leads to a conclusion that more land is needed than would be the case for a more affordable housing mix, it also leads to a land use plan that is less likely to meet the needs of Springfield’s present and future population. We believe revisions to the analysis will better serve the community’s long-term interests.**

**We recognize that the various “efficiency” measures proposed by staff, along with others that may be proposed, may increase the likelihood that “needed” housing will be provided. Nonetheless, it is essential that a sound baseline analysis be provided, compliant with Goal 10.**

**As shown in the draft RLHNA, the historical mix of housing-types developed in Springfield has not met and will not meet the housing needs of Springfield’s residents.**

**The “mix” of needed housing identified in Table 5-31 54% single-family detached, 1% MH in parks, 8% SF attached and 37% multi-family- represents a modest shift towards more affordable housing types. It is not clear that the shift is sufficient to not only meet the future needs of Springfield’s residents but also to address the existing “affordability” gap.**

**However, the mix of housing types is just one flaw in the draft analysis. Another flaw in the draft analysis is the allocation of housing units by zoning district.**

**Table 5-31 allocates 58% of needed housing units to the low-density residential zone, even though only 54% of “needed” housing is for single family detached units. Single family detached units are the only housing type permitted outright throughout the zone.**

**In contrast, only 30% of needed housing units are allocated to the medium density zone and 12% to the high density zone. In these zones, even though single family dwelling units are an outright permitted use, the analysis assumes that zero will be built.**

**The likely result is clear. The 58% of the units allocated to the low density zone will almost**



**all be single family detached, since that is the only housing type permitted outright throughout the zone and a significant percentage of the housing units allocated to the medium and high density zones will also be single family detached units, since they are also an outright permitted use in these zones. As a result, even the modest changes in housing mix that the analysis says are “needed” are not likely to be achieved. Far more than 54% of new units will be single family detached and far less than 46% will be more affordable housing types.**

Mr. Friedman overstates the exclusivity of detached single family in the low density district and overstates the likelihood of single family detached being built in medium and high density districts. The Springfield Development Code allows as a right cluster developments in low density zones on 1 acre or larger sites, and duplexes on corner lots 6,000 square feet or larger. Cluster development allows outright: “Attached single family dwellings, row houses, town houses; detached single family dwellings; duplexes; manufacture dwellings; and accessory structures.” The city has approved numerous cluster developments in low density districts; some of these approvals were for manufactured homes, some for modular homes and some for attached single family. Duplexes on corner lots easily number in the hundreds throughout the city.

Detached single family are allowed in the medium and high density residential districts, but must be developed at a minimum of more than 10 units per acre in medium density and at a minimum of more than 20 units per acre in high density. In addition, the Code does not allow land divisions to be used to diminish the minimum density standard of these two zones. These provisions exist to provide variety and opportunities for home ownership in different environments at different price levels (e.g. small lot size and smaller home may equate to lower price).

The city’s experience with single family detached in medium or high density zones is limited to one instance of preliminary approval, but no subsequent final approval or issuance of building permits. The developer’s intent was to provide affordable home ownership opportunity through reduced lot size, reduce infrastructure costs, and much small homes than typically developed in Springfield. Even though this development did not ultimately succeed, it did represent a unique choice for home ownership and it was designed at the minimum density standard for the medium density within which it was located. Other than this one limited exception, there is no historic basis for Mr. Freidman’s assertion regarding the likelihood that single family detached development will occupy medium and high density zones, and no offering other than speculation that such development is likely in Springfield’s future.

Mr. Ed Moore submitted two items into the record of this hearing; the first was an e-mail dated October 12, 2009; the second was a letter dated October 20, 2009. Al Johnson, special counsel to the City of Springfield, submitted a response to Mr. Moore’s e-mail on October 20, 2009 and that response, along with Mr. Moore’s e-mail is attached to this Council Briefing Memorandum.

Mr. Moore’s letter of October 20, 2009 raises two procedural questions previously raised in his e-mail; Mr. Johnson’s response letter addresses those issues so no further comment is necessary here.

Comments from Mr. Moore:

**In Chapter 3, page 9, the Analysis states:**

*“The foundational assumptions for the residential lands inventory were reviewed and discussed by the Residential Lands Stakeholder Committee. The committee recommended a package of definitions and assumptions for use in the residential land inventory. These were reviewed with the Planning Commission and Council and approved for use in the study.”*

**While the department strongly supports citizen participation in Springfield’s long-range**

**planning activities, the assumptions used in the city’s housing need and residential land need analyses must be consistent with the Metro Plan, Springfield’s long range comprehensive plan. The Analysis currently does not demonstrate the relationship of its “foundational assumptions” to Metro Plan goals, objectives, findings and policies.**

The following are the definitions and assumptions endorsed by the City Council in June, 2006:

### **Vacant and Partially Vacant**

Vacant shall be defined as parcels with no structures or with structures with a value of less than \$10,000 and has not been precluded from development by a CUP or other commitment. The value shall be derived from the most recent data from Assessment and Taxation records.

### **Underutilized and Redevelopable**

Redevelopable shall be defined as lots where the value of a structure on the land is worth equal to or greater than \$30,000 and is worth less than 30% of the combined value of the land and structure. Lots shall only be added to the inventory if the lot can further be divided or otherwise developed with more dwelling units than already present on the site. It shall not be counted if only a one-for-one dwelling unit replacement is feasible on the site.

Underutilized shall be defined as a lot that is 1 acre or larger with an existing residential structure. One-quarter of an acre shall be reserved for the existing home and the remaining .75 acres or more shall be counted as part of the buildable inventory (unless excluded by some other characteristic of the property)

### **Unbuildable, Not Serviceable**

Unbuildable shall be defined as:

1. Land with slopes greater than 25%
2. Within the floodway
3. In areas with severe landslide potential
4. Within wetlands and riparian corridors and setbacks
5. With an easement a 230KV transmission line
6. Small irregularly shaped lots
7. Publicly owned land

Not Serviceable:

1. Land which cannot be provided urban services within the planning period.

The Metro Plan Goal: Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.

The Metro Plan includes the following findings related to the residential land supply:

5. Undeveloped residential land is considered unbuildable and removed from the supply if it is:  
Within a 230 KV powerline easement

Within the floodway

Within protected wetlands or wetland mitigation sites in Eugene or wetlands larger than .25 acres in Springfield or buffers around Class A and B streams and ponds

The remaining buildable residential land is located primarily on the outer edge of the UGB and some of the buildable residential land has development constraints such as slopes, floodplain, hydric soils and wetlands. (Page III-A-2)

8. In the aggregate, non-residential land uses approximately 32 percent of buildable residential land. These non-residential uses include churches, day care centers, parks, streets, schools, and neighborhood commercial. (Page III-A-4)

9. Some of the residential land demand will be met through redevelopment and infill. Residential infill is occurring primarily in areas with larger, single-family lots that have surplus vacant land or passed-over small vacant parcels. Redevelopment is occurring primarily in the downtown Eugene and West University areas, where less intensive land uses, such as parking lots and single family dwellings are being replaced with higher density, multi-family development.(Page III-A-4)

12. Since adoption of the Metro Plan, the supply of residential lands has been reduced as a result of compliance with federal, state, and local regulations to protect wetlands, critical habitat of endangered /threatened species, and other similar natural resources. This trend is likely to continue in order to meet future Statewide Planning Goals 5 and stormwater quality protection requirements. (Page III-A-5)

14. Housing costs are increasing more rapidly than household income. With rising land and housing costs, the market has been and will continue to look at density as a way to keep housing costs down.

#### Metro Plan Policies

A.1 Encourage the consolidation of residentially zoned parcels to facilitate more options for development and redevelopment of such parcels. (Page III-A-5)

A.10 Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.

A.13 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 historic, existing and future neighborhoods.

The “foundational assumptions” are designed to account for redevelopment potential and define realistic obstacles (constraints) to affordable development. These actions are consistent with the Metro Plan findings and policies cited.

Mr. Moore comments:

**In Chapter 3, page 15, the Analysis states:**

**The next step in the buildable 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 area with steep slopes, waterway buffers, or wetlands)."**

**Map 3-4 shows vacant land with constraints that the city considers unbuildable including flood plain areas. The analysis, however, is unclear how Springfield is treating the 100 year flood plain; Oar 660-008-0005(2) provides that certain lands may "generally" be excluded from the buildable lands inventory due to severe natural hazard constraints or due to local measure to protect resources. It is the department's view that, while flood plain land must be evaluated due to a diminished development potential, it does not appear that all flood plain lands in Springfield are unbuildable. The city's special development regulations for flood plain lands allow development, and thus are not a strict prohibition on development. As such the flood plain likely includes some amount of land that is "suitable and available" for residential uses.**

Unbuildable land is defined at page 10 of the RLHNA as follows:

*Unbuildable, Not Serviceable Land. This category includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land.*

Flood plain is not included in this definition; the map at 3-4 incorrectly shows the flood plain as a constraint that renders land "unbuildable."

Mr. Moore comments:

In Chapter 3, page 19, while discussing the potential for redevelopment, the Analysis states:

*"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."*

**The Analysis goes on to state that:**

*"This study does not use improvement-to-land value ratios as a redevelopment threshold. The City of Springfield understands that low-value housing is an integral part of the City's affordable housing stock and that encouraging redevelopment of such housing will likely result in an overall loss of affordable housing in Springfield.*

*Springfield uses a capacity-based method to identify redevelopment potential. Redevelopment capacity is estimated based on historical redevelopment rates."*

**The record does not include substantial evidence to support this conclusion. Goal 10 and ORS 197.296 require the city to (1) determine a realistic estimate of the number and types of housing units expected to redevelop over the next 20 years, and also (2) provide land to house lower income households for the next 20 years. If redevelopment removes some affordable units, then the city is obligated to find other ways to accommodate this housing**

type.

**The report is also missing substantial evidence to support an unusually low assumption that only 5% of Springfield's need housing will be met through redevelopment. Assuming that much of the affordable housing for lower income households will be provided in existing substandard stock is not only socially undesirable, but it maintain low density housing on land that could be redeveloped at a higher density, thereby providing a greater number of needed housing and potentially reducing the need to expand urban development onto rural resource land.**

**Finally, the Springfield Residential Land and Housing Needs Analysis should discuss how its assumptions for redevelopment are consistent and compatible with those same assumptions, goals, objectives and policies in the City's comprehensive plan – Metro Plan. In addition, the analysis of future housing needs should also consider existing city plans and policies, including those that address housing needs generally, as well as neighborhood or refinement plans that evaluate housing opportunities in specific areas – such as Glenwood. In particular, the housing needs analysis should reflect the Region's adopted nodal development strategy which calls for 24% of new housing to be accommodated in designated nodes.”**

The Metro Plan Residential Land Use and Housing Element Goal:

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

Metro Plan findings:

9. Some of the residential land demand will be met through redevelopment and infill. Residential infill is occurring primarily in areas with larger, single-family lots that have surplus vacant land or passed-over small vacant parcels. Redevelopment is occurring primarily in the downtown Eugene and West University areas, where less intensive land uses, such as parking lots and single family dwelling are being replaced with higher density, multi-family development. (page III-A-4 and 5)
14. Housing costs are increasing more rapidly than household income. With rising land and housing costs, the market has been and will continue to look at density as a way to keep housing costs down. (Page III-A-6)
26. While people generally are open to the concept of higher density, they are still concerned about how density will affect their neighborhood in terms of design, increase traffic, and activity. With higher densities, people need more local parks and open space. (Page III-A-9)
28. Accommodating residential growth within the current UGB encourages in-fill, rehabilitation, and redevelopment of the existing housing stock and neighborhoods. (Page III-A-10)
29. As the age of the housing stock reaches 25 years, the need for rehabilitation, weatherization, and major system upgrades increase. Approximately 59 percent of the single-family housing stock was built prior to 1969. (page III-A-10)
31. Local government has had and will continue to have a role in preserving the aging housing

stock. Preserving the housing stock has numerous benefits to the community because much of the older housing stock represents affordable housing. In addition, upgrading the aging housing stock provides benefits that help stabilize older neighborhoods in need of revitalization. (Page III-A-10)

Metro Plan Policies:

A. 11 Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes. (Page III-A-7)

A. 13 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 historic, existing and future neighborhoods. (Page III-A-7)

A. 20 Encourage home ownership of all housing types, particularly for low-income households. (Page III-A-9)

A. 25 Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods through measure 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, (Page III-A-10)

A. 26 Pursue strategies that encourage rehabilitation of existing housing and neighborhoods. (Page III-A-10)

Regarding the question of the City's assumptions around what is and what is not likely to redevelop, some of the City's 'low-value housing' is really housing of last resort for some people and while it may be 'socially undesirable' it is better than being homeless for some segments of our population. The Consolidated Housing Plan substantiates that homelessness is on the rise in our community, so it is important to have housing that may prevent this homelessness from rising at an even faster rate.

It is true that in some cases, stating that low-value land will not re-develop maintains low-density housing on land that could be redeveloped at a higher density. However, this depends on where it is located. If some of the land that the RLS assumes will not redevelop is located in areas of the city, such as Glenwood, where there is already redevelopment pressure, where high-density housing would be appropriate, and where there is acceptance for high-density housing, Mr. Moore's point is valid. However, if the land assumed not to redevelop is not in these areas, it is probably a valid assumption that they will not redevelop. However, Mr. Moore's comments do not reference any particular areas of Springfield.

The City has consistently placed a high value on preserving the existing housing stock in Springfield. It is the #2 Permanent Housing Goal for the allocation of CDBG/HOME funds, and the City also has several in-house programs to support low-income families who need to make home repairs.

Mr. Moore makes several observations about the RLHNA use of safe harbor to determine household size; the lack of evidence supporting housing mix to provide affordable housing; lack of specificity regarding non-residential uses and their land needs influencing gross land supply; and absence of provisions that would preserve residential land for these variety of non-residential uses assumed in gross acre need calculations.

Regarding the question of whether demographics, household size, income, etc. support only a

60/40 single-family/multi-family split:

Chapters 4 and 5 of the RLHNA very thoroughly evaluate and analyze past trends and projected demographic changes to the city's households and how these factors are likely to influence the type and split of needed housing and need land. We simply do not agree with Mr. Moore's contention that there is no substantial evidence in the record; there are 43 pages of evidence.

Mr. Moore's comments on the 60/40 split seem to contradict his comments regarding the number of projected future households. He states that we should be considering the fact that the Latino population generally has a larger average household size when it supports his assertion that we are over-projecting the number of future households in Springfield. However, he is not considering the fact that the Latino population generally has a larger average household size when stating that only allocating 40% of housing need for multi-family is not enough. If the Latino population does indeed have larger average household size than the population as a whole, it follows that the Latino population will have a higher demand for single-family housing types (because there are few 3-bedroom and 4-bedroom multi-family units in the housing supply).

Mr. Moore's comments on the evidentiary basis for the city's assumptions appear to be based on a misunderstanding of the respective responsibilities of the city and DLCD under state land use statutes and goals. The needed housing statutes, Goal 2, Goal 10, the Goal 10 rule, and HB 3337 require Eugene and Springfield to demonstrate that their assumptions about redevelopment, efficiency measures, capacity of constrained lands, capacity of lands zoned for mixed use, high minimum densities, etc., are in fact likely to work as projected during the "next 20 years." ORS197.295 (1), defines "buildable lands" to include only those vacant and developed urban and urbanizable lands that are "suitable," and "available," and "likely to be redeveloped." LCDC's rule interpreting the needed housing goal and statutes emphasizes the city's responsibility not to overestimate redevelopment potential. The rule provides that "Redevelopable Land" means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the *strong likelihood* that existing development will be converted to more intensive residential uses during the planning period." OAR 660-0008-005(6) Emphasis added.

As initial fact finders, the cities' obligation is to make those determinations based upon a preponderance of the evidence under the governing statutes. That means they can only determine that an alternative measure, efficiency measure, mixed-use zone, flood plain, or steeply-sloped area will in fact provide requisite amounts and kinds of housing if there is an adequate factual basis showing that outcome is more likely than not.

DLCD and LCDC have a different role. Under the statutes and rules that define their roles, DLCD and LCDC cannot accept a city's determination that an alternative measure, efficiency measure, mixed-use zone, flood plain, or hill side will in fact provide the amount of housing assumed in the RLS unless that determination is based upon substantial evidence.

State needed housing statutes also require the city, as part of determining their 20-year residential lands capacities, to "demonstrate consideration of . . . the extent to which residential land is prohibited or restricted by local regulation and ordinance, state law or rule or federal rule or regulation." To comply with this statute, the city must consider the potential negative effect on housing capacity of addressing other non-housing objectives such as wetlands protection, avoidance of natural hazards, transportation planning, and farmland preservation.

The alternative transportation measures (nodal development) don't meet those standards just because they have been imposed, any more than quantitative assumptions about the capacity of constrained lands, developed lands, exception lands, or about the likely effectiveness of efficiency measures and alternative measures.

The TransPlan alternative measures were not imposed because there was any evidence that those measures would be successful in creating more housing capacity. In fact, they were not even imposed based on evidence that they would be successful in reducing VMT per capita.

They were imposed as a substitute for such evidence.

At that time, the TPR required MPOs to prove that their transportation plans would result in a 5% reduction in VMT per capita during the plan period. The primitive VMT-forecasting modeling available at the time was unable to forecast that reduction, even though it has already been exceeded, well before the expiration of the plan period. Because the transportation modeling was faulty, all of the MPOs, including Portland Metro, were forced to adopt alternative measures.

The TPR continues to retain VMT reduction as a "safe harbor," and a return to the safe harbor approach seems to be a logical course to be considered since those alternative measures that are not within the control of the local governments seem to be both unworkable and unnecessary. OAR 660-0012-0035(6) provides as follows:

*(6) A metropolitan area may also accomplish compliance with requirements of subsection (3)(e), sections (4) and (5) by demonstrating to the commission that adopted plans and measures are likely to achieve a five percent reduction in VMT per capita over the 20-year planning period. The commission shall consider and act on metropolitan area requests under this section by order. A metropolitan area that receives approval under this section shall adopt interim benchmarks for VMT reduction and shall evaluate progress in achieving VMT reduction at each update of the regional transportation system plan.*

Testimony from Mr. Emmons and Mr. Grier share support of a proposal generated by the University of Oregon, with financial assistance from the Farm Bureau, which demonstrates more than 10,000 new dwelling units can be developed along the 5.9 mile East Main Street corridor between 19<sup>th</sup> Street and the eastern city limits.

We applaud the enthusiasm and creativity this design work shop brings to the potential redevelopment of East Main Street. We are currently reviewing the same kind of redevelopment that can be supported by the presence of a multi-way boulevard in Glenwood; however, a concept the magnitude of East Main Street requires a level of analysis that is simply not allowed by the time constraints of HB 3337. This concept exceeds the complexity of issues presented by the update of the Glenwood Refinement Plan, an effort that is being fast-tracked but nonetheless will take 2-3 years to complete. At this point we cannot advise the Council on any aspect of the U of O proposal.

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### **RECOMMENDED ACTION:**

Because the City is under a statutory deadline to complete this 197.296 determination by December 31, 2009, the Council's options are fairly limited:

1. The Council may act on the Planning Commission recommendation and adopt a resolution that "accepts as complete" the city's obligation under 2007 Or Law Chapter 650, in particular the inventory, analysis and determination required under ORS 197.296(3), and that such obligation was completed within the statutory timeline specified in ORS 197.304 Section 3.

or;

2. Adopt the resolution with instructions that staff should undertake specific additional analysis or data collection, as identified and developed during the record of these proceedings, prior to the inclusion of the RHLNA in future land use actions.

---



*Steve & Sheri Tofflemoyer*  
P.O. Box 197  
Springfield, OR 97477

November 9, 2009

Springfield City Mayor, Sid Leiken  
Springfield City Council  
Springfield, OR 97477  
Fax: 726-2363

RE: Tax lot 18-02-05-1900

To whom it may concern,

I, Steve Tofflemoyer, am planning to attend the November 16<sup>th</sup> public hearing to discuss the adoption of the Springfield Residential Land and Housing needs.

I have been the land owner of the above property since 1984. Since that time I have been in pursuit of getting the UGB changed to include our property due to an error made. Sandy Dilbeck has been working on this issue as well and has the details and verification of the error made, which she will be submitting.

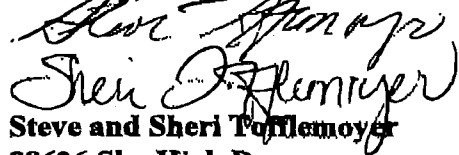
In 2005 we fully cooperated with the City to allow them an easement on our property to install a storm drain. At that time we were assured our property would be considered "in any general evaluation of urban growth boundary decisions" (see attachment). Up to this point, we have felt the City is ignoring and/or stalling this evaluation. I have made numerous attempts to gain information via phone calls and letters. Most often I am ignored. Enclosed is the latest letter that was never responded to. David Reesor was aware of our case, but his replacement clearly has no idea of the situation and did not return our last several phone calls.

We would also appreciate being advised of this process. We have provided our mailing address, email address, and phone number on numerous occasions and still seem to be excluded from information. Sandy Dilbeck advised us of this meeting.

This error has cost us a lot of time, money, and frustration over the years. It is time now for the city to make it right and follow the process through to move our property into the UGB.

Attachments: letter from Jeff Pascall re: Counteroffer for drainage easement dated 6-21-05  
letter to David Reesor dated 12-29-08

Sincerely,



Steve and Sheri Tofflemoyer  
88626 Sky High Dr.  
P.O. Box 197  
Springfield, OR 97477  
541-726-6752  
toffs@clearwire.net

June 21, 2005

Mr. and Mrs. Tofflemoyer  
P.O. Box 197  
Springfield, Oregon 97477

**SUBJECT: Counteroffer for a Drainage Easement on tax lot 18-02-05-1900**

Dear Mr. and Mrs. Tofflemoyer:

I am writing in response to your counteroffer dated June 2, 2005. This is to notify you the City is willing to agree to the following terms and conditions, which very closely align with your submitted counteroffer and our subsequent conversations regarding the acquisition:

- o Changes to the easement description shall be made based upon the revised design as we discussed on June 14, 2005. The final dollar amount of the offer will be based upon \$21,450 per acre and the acreage total calculated from the revised swale design. The City will pay 75% of the value for the actual easement area and 100% for the area that will be secluded by the easement. The City also agrees to pay \$3,436 for the hazelnut trees and also pay all closing costs associated with the finalization of this agreement.
- o The City agrees to pay rent for any property outside the easement area that may be utilized for construction staging. However, it anticipated that all staging shall be contained within the easement area and no rent compensation is required.
- o The City agrees to construct a suitable crossing for the future extension of Dixie Drive. The crossing shall include at a minimum, a culvert and fill over the culvert.
- o Finally, unless directed otherwise by the City Council, the City will include consideration of the subject property in any general evaluation of urban growth boundary decisions made within the next 5 years. The City may, however, take site-specific actions on urban growth boundary expansions which may not include consideration of this property. Past examples of such site-specific actions include the Council-initiated expansion for the Sports Center development and the Council-initiated expansion which allowed development of Blue Water Boats.

Please let me know if these terms and conditions are acceptable to you, and Lane County will prepare the payment and final documents for your signature.

Sincerely,

Jeff Paschall, P.E.  
Project Manager

*Steve & Sheri Tofflemoyer*  
*P.O. Box 197*  
*Springfield, OR 97477*

**December 29, 2008**

**David Reesor  
Senior Planner  
City of Springfield  
Planning and Community Development**

**RE: Tax lot 18-02-05-1900**

**Dear Mr. Reesor,**

**We received your letter regarding the UGB Review Process. I have included copies of the letter received from Jeff Paschal as well as the agreement signed by Brian Evans, Al Peroutka, and ourselves when the City of Springfield acquired the drainage easement on our property in 2005. You should find the original signed copies in the file with the City of Springfield.**

**We want assurance that our property is considered in the current UGB expansion areas. Please let us know if there are any specific steps we need to take to be assured of this.**

**Thank You,**

**Steve and Sheri Tofflemoyer  
541-726-6752  
toffs@clearwire.net**

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**AGENDA ITEM SUMMARY**

**Meeting Date:** 11/16/2009  
**Meeting Type:** Regular Meeting  
**Staff Contact/Dept.:** Linda Pauly, DSD  
**Staff Phone No:** 726-4608  
**Estimated Time:** 1 hour  
**Council Goals:** Mandate

**SPRINGFIELD  
CITY COUNCIL**

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**ITEM TITLE:** ADOPTION OF SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS, CASE NUMBER LRP2007-00030

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**ACTION REQUESTED:** Conduct a public hearing and adopt/not adopt the following Resolution:  
A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ADOPTING THE 2009 PRELIMINARY SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS IN FULFILLMENT OF ITS STATUTORY OBLIGATION TO "COMPLETE" THE PRELIMINARY INVENTORY, ANALYSIS AND DETERMINATION BEFORE JANUARY 1, 2010.

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**ISSUE STATEMENT:** On October 20, 2009 the Springfield Planning Commission conducted a public hearing to receive testimony on the *Springfield Residential Land and Housing Needs Analysis*. After consideration of oral and written testimony and the evidence in the record, the Planning Commission forwarded a recommendation to the City Council to adopt the analysis, with one typographical error correction - page iii, last paragraph, third sentence was amended to change 493 acres to 463 acres.

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**ATTACHMENTS:** Attachment 1: Staff Report and Findings  
Attachment 2: Council Briefing Memo from Planning Manager Greg Mott  
Attachment 3: Planning Commission Recommendation  
Attachment 4: Resolution  
Attachment 5: Updated Public Review and Adoption Schedule  
Attachment 6: Comments received

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**DISCUSSION/  
FINANCIAL  
IMPACT:** The findings and conclusions of the study indicate that 5,980 additional units will be needed to provide a 20-year supply of housing to meet Springfield's needs and that the housing mix (single family vs. multi-family dwellings) will need to change to meet shifting population demographics.

The study provides technical analysis to determine the amount of land that would be required to provide for the needed dwelling units, based on the inventory of land available under existing *Metro Plan* residential designations, Plan policies, and statutory provisions for making such a determination. The Study concludes that the available supply of residential buildable lands in Springfield and the metro urban area east of I-5 will not provide a 20-year supply of land to meet the housing needs, density and mix under current plan designations and policies. Springfield has a residential lands deficit to overcome for this new 20-year plan period and must next determine how to address that deficit.

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**AGENDA ITEM SUMMARY**

Meeting Date: 12/7/2009  
Meeting Type: Regular Meeting  
Staff Contact/Dept.: Linda Pauly, DSD  
Staff Phone No: 726-4608  
Estimated Time: 45 minutes  
Council Goals: Mandate

**SPRINGFIELD  
CITY COUNCIL**

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**ITEM TITLE:** ADOPTION OF SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS, CASE NUMBER LRP2007-00030

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**ACTION REQUESTED:** Continue the public hearing and adopt/not adopt the following Resolution:  
A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ADOPTING THE 2009 PRELIMINARY SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS, FULFILLING ITS STATUTORY OBLIGATION TO "COMPLETE" THE PRELIMINARY INVENTORY, ANALYSIS AND DETERMINATION BY JANUARY 1, 2010.

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**ISSUE STATEMENT:** On November 16, 2009 the City Council conducted a public hearing to receive testimony on the *Springfield Residential Land and Housing Needs Analysis*. The hearing was continued to allow additional time for consideration of refinements to constraints data. The Analysis has been updated in response to the refinements.

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**ATTACHMENTS:** Attachment 1: Springfield Residential Land and Housing Needs Analysis - December 1, 2009  
Attachment 2: Memorandum from ECONorthwest – data refinements and revisions to BLI  
Attachment 3: Memorandum from Al Johnson  
Attachment 4: Planning Commission Recommendation and draft minutes from 10-20-09 Meeting  
Attachment 5: Resolution  
Attachment 6: Comments received

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**DISCUSSION/  
FINANCIAL  
IMPACT:** The study indicates that 5,980 additional units will be needed to provide a 20-year supply of housing to meet Springfield's needs and that the housing mix (single family vs. multi-family dwellings) will need to change to meet shifting population demographics. The study provides technical analysis to determine the amount of land that would be required to provide for the needed dwelling units, based on the inventory of land available under existing Metro Plan residential designations, Plan policies, and statutory provisions for making such a determination.

The study indicates that a significant portion of Springfield's vacant residential land is constrained by steep slopes, wetlands and/or riparian resource areas. Since the November 16, 2009 hearing, staff and the City's consultants ECONorthwest have conducted additional analysis to review the data used to identify the slope constraints presented in the draft RLS. Attachment 2 provides a memorandum that summarizes (1) the new data and methods used for the revised RLS, and (2) areas where substantial revisions occurred between the August draft RLS and the December draft RLS. Since the residential inventory was conducted, a new data analysis tool called LiDAR has become available. This tool allows for a more precise determination of topographic constraints (5 meter vs. 10 meter contours). The Residential Land and Housing Needs Analysis has been revised to incorporate these data refinements and to correct inconsistencies in the slope constraints data. The revised analysis resulted in the following changes:

- The revisions indicate that Springfield has a small overall surplus of residential land (59 acres). The August draft indicated a 344 acre deficit.
- The revisions show the Low Density Residential designation has a *surplus* of approximately 72 gross acres. The August draft indicated a *deficit* of 293 acres in the LDR designation. Note that this does not include deductions for the Hillside Ordinance.
- The revisions show the Medium Density Residential designation has a *surplus* of approximately 18 gross acres. The August draft showed a *deficit* of 15 acres.
- The revisions show the High Density Residential designation has a *deficit* of approximately 34 gross acres. The August draft indicated a *deficit* of 35 acres.
- The total residential land *surplus* is 59 gross acres.

The Study concludes that the available supply of residential buildable lands in Springfield and the metro urban area east of I-5 does not fully meet Springfield's projected 20-year residential land needs under current plan designations and policies. Springfield will decide how to address the deficit as well as other urban land needs (public, commercial, industrial, recreational, etc.) as it moves toward meeting its statutory duty to establish its own UGB.

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# **Springfield Residential Land and Housing Needs Analysis**

Prepared for

City of Springfield

by

**ECONorthwest**

99 W. Tenth, Suite 400  
Eugene, OR 97401  
(541) 687-0051

Draft Report

December 2009

**Written by:**

Robert Parker, Project Director

Beth Goodman, Project Manager

Whit Perkins, Research Assistant

**Date submitted: December 2009**

**ECO Project Number 7139**

**ECONorthwest**

99 W. Tenth, Suite 400

Eugene, OR 97401

(541) 687-0051



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# Executive Summary

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The 2007 Oregon Legislature passed HB 3337 which requires Springfield to establish a separate urban growth boundary (UGB). In response to HB 3337, the City is conducting this study to evaluate the sufficiency of land available for residential uses in its UGB. To make this determination, the draft Residential Lands Study (RLS) presents a housing needs analysis consistent with requirements of HB 3337, Goal 14, ORS 197.296, and OAR 660-008.

The *Springfield Residential Lands Study* is intended to provide technical analysis required to determine the 20-year need for residential land for Springfield's jurisdictional share of the area subject to the Eugene-Springfield Metropolitan Area, i.e., the area east of Interstate 5, and whether the city has enough capacity within the area east of I-5 inside the current regional UGB to meet that need. The Executive Summary provides key findings from the Springfield Residential Lands Study.

The purpose of the Residential Study is to (1) present growth forecasts, (2) inventory how much buildable residential land the City has, (3) identify housing needs, (4) identify land needed for housing and other uses, and (5) determine how much land the City will need to accommodate growth between 2010 to 2030.

## **HOW MUCH GROWTH IS SPRINGFIELD PLANNING FOR?**

Population forecasts provide the foundation for assessing land needs. Springfield must have a population forecast to project expected population change over the 20-year planning period (in this instance, 2010-2030). Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2030 and 2035.

Table S-1 shows the coordinated population forecast for the area within the current Springfield city limits, the current unincorporated urban area (the area between the city limit and UGB), and within Springfield's jurisdictional share of the current Metro Plan UGB for 2010 to 2030. The Springfield UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

**Table S-1. Springfield coordinated population forecast, Springfield UGB, 2010 to 2030**

<b>Year</b>	<b>City Limit</b>	<b>Urban Area</b>	<b>UGB</b>
2010	58,891	8,140	67,031
2030	74,814	6,794	81,608
<b>Change 2010-2030</b>			
Number	15,923	(1,346)	14,577
Percent	27%	-17%	22%
AAGR	1.2%	-0.9%	1.0%

Source: Lane County Rural Comprehensive Plan, 1984 (Amended in 2009), Table 1-1, pg 5

### **HOW MUCH BUILDABLE RESIDENTIAL LAND DOES SPRINGFIELD CURRENTLY HAVE?**

Springfield has 2,485 acres in tax lots that are designated for residential uses. Of these, about 1,447 acres within the Urban Growth Boundary (UGB) are considered vacant and buildable. Table S-2 shows vacant land by plan designation.

**Table S-2. Vacant residential land by plan designation, Springfield UGB, 2008**

<b>Plan Designation</b>	<b>Tax Lots</b>	<b>Total Acres in Tax Lots</b>	<b>Developed Acres</b>	<b>Constrained Acres</b>	<b>Buildable Acres</b>
Low Density Residential	981	2,137	71	765	1,301
Medium Density Residential	126	329	142	58	128
High Density Residential	8	19	1	0	18
<b>Total</b>	<b>1,115</b>	<b>2,485</b>	<b>214</b>	<b>824</b>	<b>1,447</b>

Source: City of Springfield GIS data; analysis by ECONorthwest

The purpose of the residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the

purpose of estimating residential capacity).<sup>1</sup> This yields a total of 1,468 buildable acres.

Table S-3 provides an estimate of how much housing could be accommodated by those lands based on needed densities after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). Additionally, the housing needs analysis assumes that 5% of new housing (299 dwelling units) will be a result of redevelopment. Table S-3 shows that Springfield has capacity for 9,021 dwelling units within the existing UGB.

**Table S-3. Estimated residential development capacity, Springfield UGB, 2009**

<b>Plan Designation</b>	<b>Buildable Acres</b>	<b>Residential Capacity (DU)</b>	<b>Percent of Capacity</b>
Low Density Residential	824	5,379	60%
Medium Density Residential	95	2,718	30%
High Density Residential	16	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	299	3%
<b>Total</b>	<b>956</b>	<b>9,021</b>	<b>100%</b>

Source: City of Springfield residential BLI; analysis by ECONorthwest  
 Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

### HOW MUCH HOUSING WILL THE CITY NEED?

Springfield will need to provide about 5,980 new dwelling units to accommodate growth between 2010 and 2030. About 3,588 dwelling units (60%) will be single-family types, which includes single-family detached, manufactured dwellings, and single-family attached housing. About 2,392 units (40%) will be multi-family housing.

### HOW MUCH LAND WILL BE REQUIRED FOR HOUSING?

Table S-4 shows the capacity for residential development by plan designation both before and after subtracting acreage needed for other uses, such as parks, schools, churches, etc.). ECO estimates Springfield will need 463 acres for other uses during the 2010-2030 period.

The results lead to the following findings:

<sup>1</sup> Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

- Springfield has an overall surplus of residential land. The Springfield UGB has enough land for 9,021 new dwelling units including redevelopment capacity without taking into account the need for 463 acres of this land for other uses. The housing needs forecast projects a need for 5,980 dwelling units and 145 group quarter dwellings.
- The Low Density Residential designation has a *surplus* of approximately 72 gross acres.
- The Medium Density Residential designation has a *surplus* of approximately 18 gross acres.
- The High Density Residential designation has a *deficit* of approximately 34 gross acres.
- The total residential land *surplus* is 59 gross acres.

**Table 6-4. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030**

1	2	3	4	5	6	7	8	9
Plan Designation	Need (DU)	Capacity (DU)	Surplus/Deficit (DU)	Needed Density (DU/GRA)	Housing Land Need (Gross Acres)	Housing Surplus/Deficit (Gross Ac)	Other Residential Land Need	Total Surplus/Deficit (Gross Ac)
Low Density Residential	3,468	5,379	1,911	5	-422	422	347	75
Medium Density Residential	1,794	3,137	1,343	12	0	111	93	18
High Density Residential	718	505	-213	20	11	-11	23	-34
<b>Total</b>	<b>5,980</b>	<b>9,021</b>	<b>3,041</b>	<b>0</b>	<b>-411</b>	<b>522</b>	<b>463</b>	<b>59</b>

Source: ECONorthwest

Column Notes:

1. Plan designations
  2. Needed dwellings by plan designation (table 5-30)
  3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); redevelopment capacity is included in MDR (150 DU) and HDR (150 DU)
  4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
  5. Needed Gross Density (from bottom of page 5)
  6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
  7. Surplus/deficit gross acres. Equals Column 4 divided by Column 5
  8. Other residential land need (land needed for parks, etc)
  9. Total surplus/deficit. Equals column 7 minus column 8,
- Note: Total Surplus/Deficit (column 9) adds to 344 acres due to rounding errors.

This report presents a housing needs analysis for the City of Springfield. The primary purpose of this report is to address the requirement of H.B. 3337 that Springfield “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.” The study is intended to comply with statewide planning policies that govern housing, including Goal 10 (Housing), ORS 197.296, and OAR 660 Division 8.

The primary goals of this study are to (1) project the amount of land needed to accommodate the city’s future housing needs of all types, and (2) evaluate the existing residential land supply within the Springfield Urban Growth Boundary to determine if it is adequate to meet that need. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

## BACKGROUND

The City of Springfield has not conducted a housing needs analysis since the *Eugene-Springfield Residential Lands and Housing Study* was completed in 1999. In the six years since the study was completed, Springfield’s population has increased by nearly 3,000 residents, an increase of more than 5% over the six-year period.

In 2007, the Oregon State Legislature passed House Bill 3337 which requires Springfield to:

- (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.

The analysis and determination of land sufficiency required under section (b) must be completed by December 31, 2009. This study is intended to meet the requirements of section (b) by determining whether the City has sufficient land within the Springfield Urban Growth Boundary (UGB) to accommodate expected future housing needs. To make this determination, this report presents a housing needs analysis consistent with requirements of Goal 14, ORS 197.296, and OAR 660-008. As required by HB 3337, the City intends to "complete the inventory, analysis and determination required under ORS 197.296(3)" before the end of 2009, and to complete the remainder of its obligations under HB 3337 and ORS

197.296 early in 2010. Consistent with the requirements of ORS 197.296(2) the planning period for this study is 2010-2030.

## PURPOSE

The purpose of this study is to provide an assessment of residential development capacity and demand for residential land. The study will serve two purposes: (1) to inform policy makers about planning options and (2) to fulfill state planning requirements for a twenty-year supply of residential land. Consistent with the requirements of ORS 197.296, communities engaged in a buildable lands analysis and housing need assessment must complete, in part, the following:

- Inventory the supply of buildable lands within the current urban growth boundary;
- Determine the actual density and the actual mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater. Development activity used for this review was between 1999 and June 2008.<sup>2</sup>
- Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules related to housing, to determine the amount of land needed for each needed housing type for the next 20 years (2010-2030).

This report presents an analysis consistent with the above outlined requirements, and draws upon previous work that ECONorthwest for a number of Oregon cities and regions. The report is intended to serve as the basis for subsequent discussions and policy choices regarding the management of growth in Springfield and to enable the city to complete the residential lands inventory, analysis and determination required by ORS 197.296(3) and Section 3 of 2007 Or Laws Chapter 650 (HB 3337). It does not address land use efficiency measures as required by ORS 197.296 and OAR 660-024. Land use efficiency measures will be addressed through a separate process.

In general, a housing needs analysis contains a *supply* analysis (existing housing, planned housing, and buildable land) and a *demand* analysis (population and employment growth leading to demand for more built space: housing by type and density). The geographic scope of the housing needs analysis is all land inside the current acknowledged Eugene-Springfield Metropolitan Urban Growth Boundary east of Interstate 5.

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<sup>2</sup> The City uses the 1999-2006 period for analysis due to limited availability of permit data that can be cross-referenced to tax lot data to develop density estimates. Moreover, the 1990 and 2000 Census provides an accurate source for analysis of housing mix trends during the 1990s.



## ORGANIZATION

The rest of this report is organized as follows:

- **Chapter 2, Framework For A Housing Needs Analysis**, describes the theoretical and policy underpinnings of conducting a Goal 10 housing needs analysis for Oregon cities.
- **Chapter 3, Residential Land Inventory**, describes the supply of residential land available to meet the 20-year need for housing.
- **Chapter 4, Historical Development Trends**, summarizes building permit and subdivision data to evaluate residential development by density and mix for the period beginning September 1, 1988, through June 30, 2000.
- **Chapter 5, Housing Needs Analysis**, presents a housing needs analysis consistent with HB 2709 requirements and the HB 2709 Workbook.
- **Chapter 6, Comparison of Supply and Need**, compares buildable land supply with estimated housing need.

The report also includes two appendices:

- **Appendix A, Context for Assessing Housing Needs** provides an overview of planning for housing and typical local policy objectives related to affordable housing.
- **Appendix B, National and Regional Housing Trends** presents research ECO has performed over the course of several years describing key factors affecting housing at the national and regional level.

# Framework for a Housing Needs Analysis<sup>3</sup>

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Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenity (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced by both economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors; and the housing market in Lane County and Springfield are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built between 2010 and 2030.

The complexity of a housing market is a reality, but it does not obviate the need for some type of forecast of future housing demand and need, and its implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

## OREGON HOUSING POLICY

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197), established the Land Conservation and Development Commission (LCDC), and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008). Goal 10 requires incorporated cities to complete an inventory of buildable residential lands

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<sup>3</sup> This chapter is based on studies ECONorthwest has completed for other Oregon cities and regions.

and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303 defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;<sup>4</sup>
- (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.

ORS 197.296 defines factors to establish sufficiency of buildable lands within urban growth boundary and requires analysis and determination of residential housing patterns. It applies to cities with populations of 25,000 or more and requires cities to:

- Demonstrate that its comprehensive plan or regional plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years (ORS 197.296(2));
- Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands (ORS 197.296(3)(a)); and
- Conduct an analysis of housing need by type and density range to determine the number of units and amount of land needed for each needed housing type for the next 20 years (197.296(3)(b)).

ORS 197.296 also defines a process for cities to following when considering UGB expansions to meet identified residential needs. ORS 197.296(6) requires cities to take one or more of the following actions if the housing need is greater than the housing capacity to accommodate the additional housing need:

- a. Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process,

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<sup>4</sup> Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

the local government must consider the effects of “land use efficiency measures.” The amendment must include sufficient land reasonably necessary to accommodate the siting of new public school facilities;

- b. Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary; or
- c. Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

ORS 197.296 is also explicit about what must be considered in a housing needs analysis and the buildable lands inventory. For the purpose of the inventory, “buildable lands” includes:

- (A) Vacant lands planned or zoned for residential use;
- (B) Partially vacant lands planned or zoned for residential use;
- (C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and
- (D) Lands that may be used for residential infill or redevelopment.

To visually display the buildable lands inventory, the inventory includes a map that identifies lands that are vacant, partially vacant, or designated for mixed-use development.

The needs analysis includes an analysis of historical housing density and mix. This analysis, which must include data in the last periodic review or five years, whichever is greater.<sup>5</sup>

- (A) The number, density and average mix of housing types of urban residential development that have actually occurred;
- (B) Trends in density and average mix of housing types of urban residential development;
- (C) Demographic and population trends;
- (D) Economic trends and cycles; and

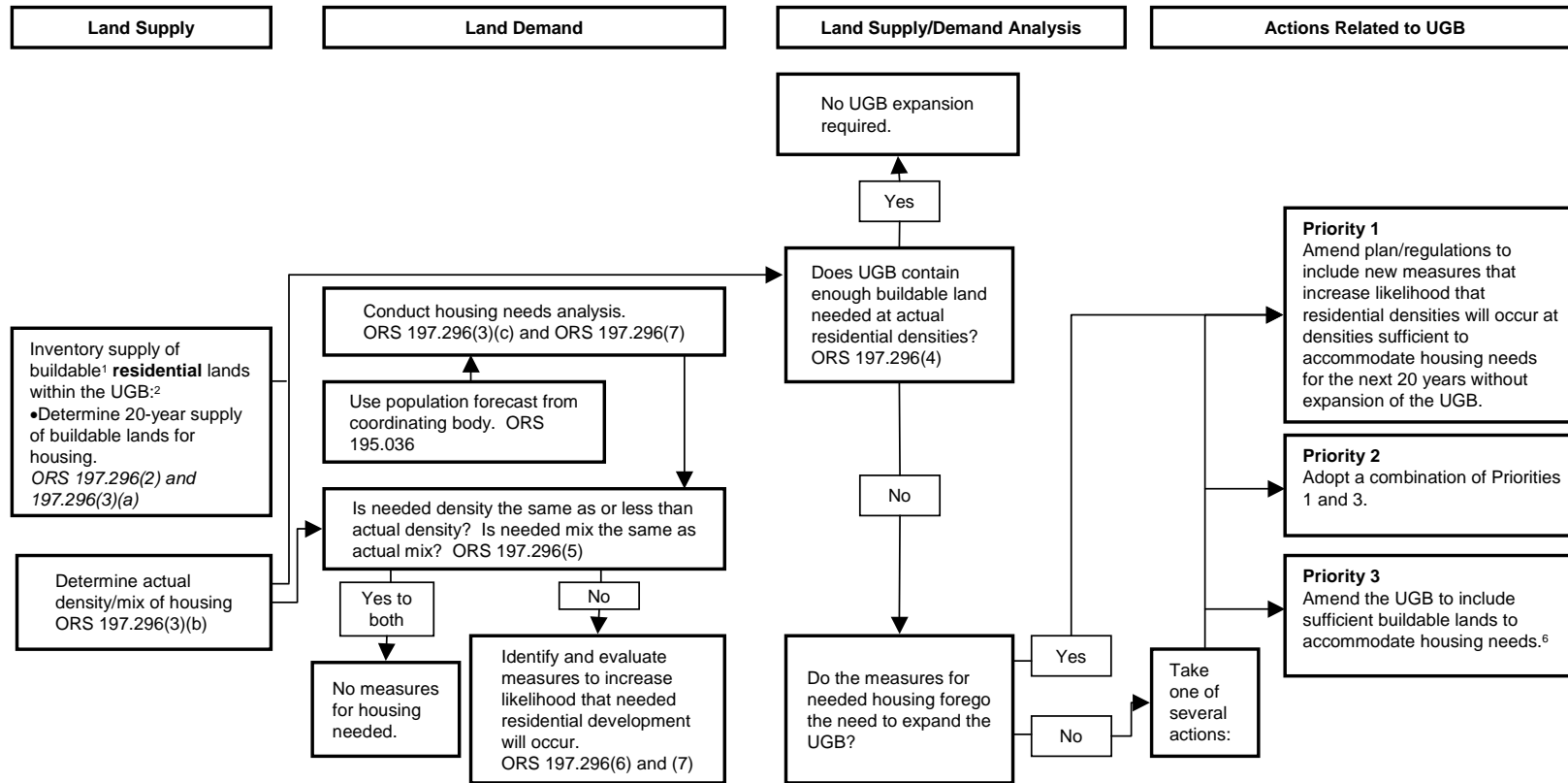
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<sup>5</sup> A local government can make a determination to use a shorter time period than the time period described if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years.

(E) The number, density and average mix of housing types that have occurred on the buildable lands.

Figure 2-1 provides a graphic representation of the housing needs analysis process as defined in ORS 197.296.

**Figure 2-1. Process for determining the sufficiency of residential lands**



**Footnotes:**

1 Buildable lands means vacant and redevelop-able lands in urban and urbanizable areas that are suitable, available and necessary for residential uses. ORS 197.295(2)

2 Goal 14 requires UGB amendments to be adopted by City and County County. OAR 660-015-0000(14)

# Residential Land Inventory

## Chapter 3

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The residential lands inventory is intended to identify lands that are available for development within the UGB. The inventory is sometimes characterized as *supply* of land to accommodate growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the density of development.

This chapter presents the *residential* buildable lands inventory for the City of Springfield.<sup>6</sup> The results are based on analysis of Geographic Information System data provided by City of Springfield GIS and Lane County Assessment data. The analysis also used aerial orthophotographs for verification.

### **METHODS, DEFINITIONS, AND ASSUMPTIONS**

The first step of the residential buildable lands inventory was to identify the “land base.” The land base includes all lands in the Springfield portion of the Metro UGB that are either fully or partially within a residential plan designation. The following plan designations were included in the residential land base:

- High Density Residential
- Medium Density Residential
- Low Density Residential

The foundational assumptions for the residential lands inventory were reviewed and discussed by the Residential Lands Stakeholder Committee. The committee recommended a package of definitions and assumptions for use in the residential land inventory. These were reviewed with the Planning Commission and Council and approved for use in the study. The draft acreages presented in this chapter utilize the definitions and assumptions and also incorporate more detailed information from the Lane County Assessor’s Office to determine the character of the parcels.

Property Class and Stat Class codes from the Lane County Assessor’s Office were used to help determine if a property is vacant and what type of structure (if any) is present on the land. Property Class is a three digit code to define the current use of the land (residential, commercial, industrial, multi-family, etc) and whether is vacant or developed. Stat Class is also a three digit code used by the Assessor’s Office to describe the type of structure on a parcel (single-family home, multi-family structure, agricultural outbuilding, etc.). Aerial Photos were

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<sup>6</sup> The residential buildable lands inventory was a collaborative effort between City of Springfield staff and ECONorthwest.

also used in some cases to help determine presence and extent of development on a site if other information was not clear.

A key step in the buildable lands analysis was to classify each tax lot into a set of mutually exclusive categories. All tax lots in the UGB are classified into one of the following categories:

- *Vacant and Partially Vacant Land.* This category includes parcels with no structures or with structures with a value of less than \$10,000; parcels have not been precluded from development by a CUP or other commitment.
- *Unbuildable, Not Serviceable Land.* This category includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land.
- *Developed land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.
- *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 includes lands in MDR and HDR plan designations that have single-family dwellings.

The initial classifications, while not perfect, provided a starting point. The initial classification was used to help City staff to define a list of parcels that meet the assumptions and criteria in the definitions listed below. The next step in the process was verification. City staff and ECONorthwest spent considerable effort to review and verify land classifications. Verification steps included review of classifications on top of 2008 aerial photographs, cross referencing data with LCOG land use data, and in selected instances, field verification.

The land classifications result in identification of lands that are vacant or partially vacant. The inventory includes all lands within the Springfield UGB. Public and semi-public lands are generally considered unavailable for development. Map 3-1 shows *residential* lands by plan designation within the Springfield UGB.



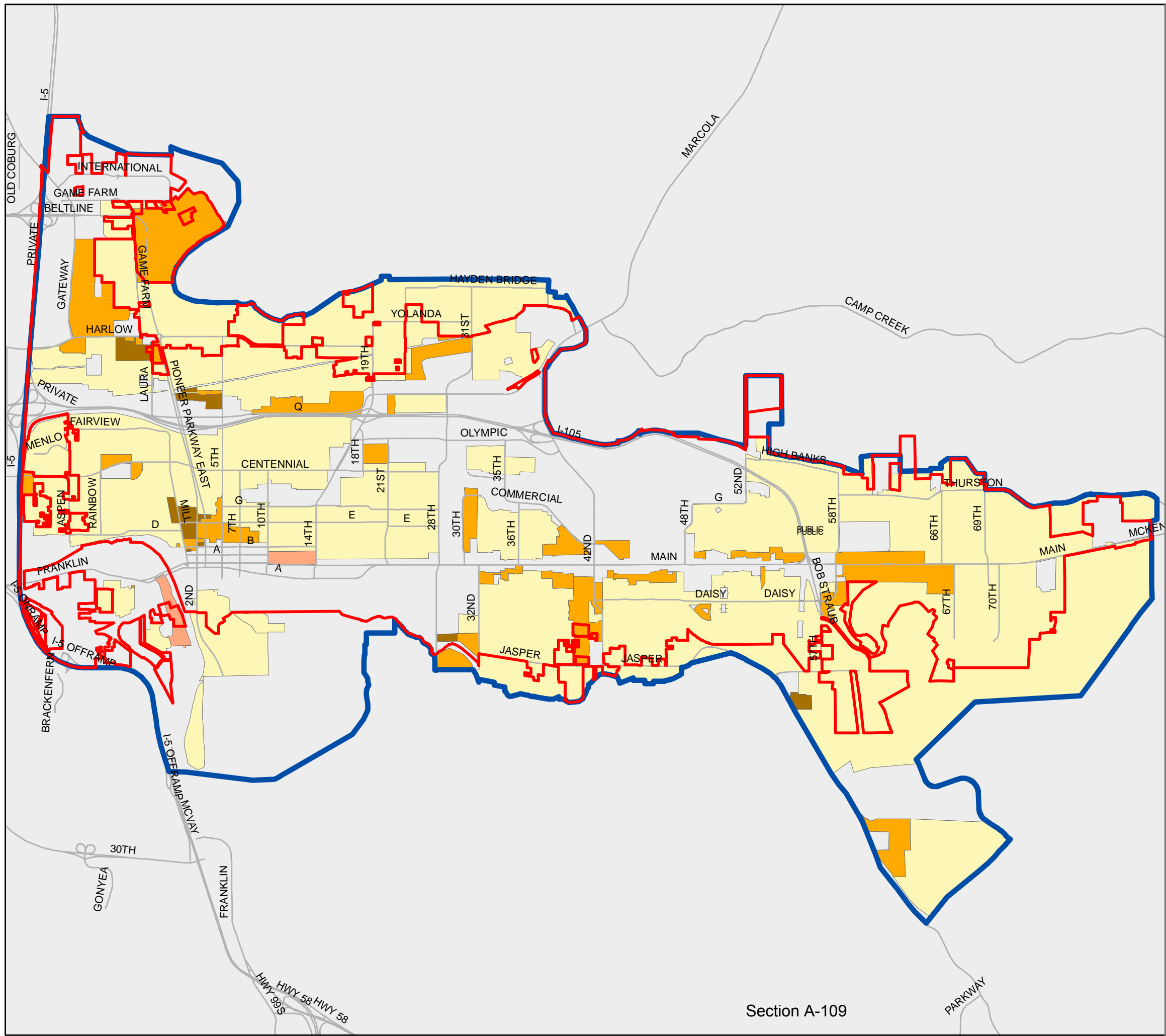
# Map 3-1. Residential Land by Plan Designation City of Springfield Oregon

## Legend

- City Limits
- Urban Growth Boundary

## Plan Designation

- High Density Residential
- Low Density Residential
- Medium Density Res Mixed
- Medium Density Residential



# RESULTS

## LAND BASE

The first step in the residential land inventory was to determine the land base. This step was necessary because the inventory only covers a subset of land in the Springfield UGB. The land base is the subset of tax lots that fall within the plan designations included in the residential portion of the inventory.

Table 3-1 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 3-1. Acres in Springfield UGB and City Limit, 2008**

<b>Area</b>	<b>Tax Lots</b>	<b>Total Acres</b>	<b>Acres in Tax Lots</b>	<b>Percent in Tax Lots</b>
City Limits	19,477	9,958	8,060	81%
Urban Growth Area	3,150	4,645	4,079	88%
<b>Total</b>	<b>22,627</b>	<b>14,603</b>	<b>12,139</b>	<b>83%</b>

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 3-1 summarizes all land in the Springfield UGB. The next step is to identify residential land base (e.g., lands with plan designations that allow housing or “residential lands”). The land base includes traditional residential designations, as well as mixed-use designations. Note that not all of the land in mixed-use designations will be used for employment.

Table 3-2 shows that about 7,482 acres within the Springfield UGB is included in the residential land base. Thus, about 62% of land within the Springfield UGB is included in the residential land base. The database includes all land in tax lots that have any portion that is in a residential plan designation.

**Table 3-2. Lands designated for residential uses, Springfield UGB, 2008**

<b>Area</b>	<b>Value</b>
Springfield UGB	
Number of Tax Lots	22,627
Acres in Tax Lots	12,139
Springfield CIBL	
Tax Lots in Residential Designations	20,159
Acres in Land Base in Residential Designations	7,482

Source: analysis by ECONorthwest

Table 3-3 shows residential acres by classification and constraint status for the Springfield UGB in 2009. Analysis by constraint status (the table columns) shows that about 4,832 acres are classified as built or committed (e.g., unavailable for development), 1,203 acres were classified as constrained, and 1,447 were classified as vacant buildable.

**Table 3-3. Residential acres by classification, Springfield UGB, 2009**

<b>Classification</b>	<b>Tax Lots</b>	<b>Total Ac</b>	<b>Land not available for housing</b>		<b>Land available for housing</b>		
			<b>Developed Ac</b>	<b>Constrained Ac</b>	<b>Buildable Ac</b>	<b>Capacity (DU)</b>	
<b>Land with no development capacity</b>							
Developed	18,745	4,408	4,124	284	0	0	
Park/School	96	335	314	21	0	0	
Public	58	79	35	44	0	0	
Right of Way	145	175	145	30	0	0	
<b>Subtotal</b>	<b>19,044</b>	<b>4,997</b>	<b>4,618</b>	<b>379</b>	<b>0</b>	<b>0</b>	
<b>Land with development capacity</b>							
Master Planned	18	151	138	13	See notes	1,248	
Partially Vacant	234	841	77	170	595	3,206	
Vacant	863	1,493	0	641	852	4,039	
<b>Subtotal</b>	<b>1,115</b>	<b>2,485</b>	<b>214</b>	<b>824</b>	<b>1,447</b>	<b>8,493</b>	
<b>Total</b>	<b>20,159</b>	<b>7,482</b>	<b>4,832</b>	<b>1,202</b>	<b>1,447</b>	<b>8,493</b>	

Source: City of Springfield data; analysis by ECONorthwest

Note: No buildable acres are shown for master planned areas because the master plan identifies the number of dwelling units. This capacity is reflected in Table 3-7.

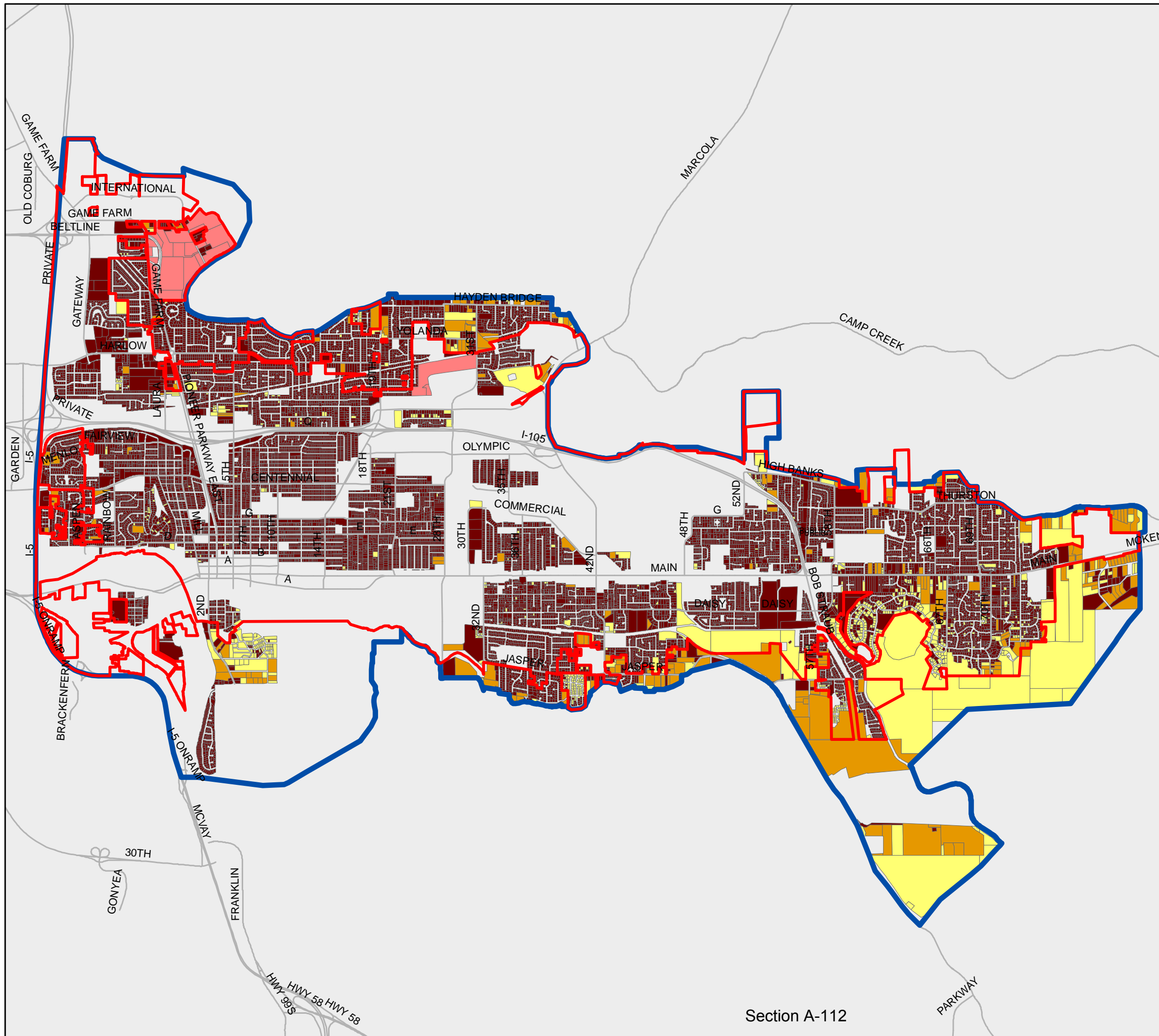
# Map 3-2 Residential Land by Classification City of Springfield Oregon

## Legend

- City Limit
- Urban Growth Boundary

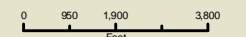
## Classifications

- MASTER PLAN
- PARTIALLY VACANT
- VACANT
- DEVELOPED



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## VACANT BUILDABLE LAND

The next step in the buildable 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 3-4 shows land with development capacity by constraint status. The data show that about 214 acres within tax lots with development capacity are developed. An additional 824 acres have development constraints that are unbuildable, leaving about 1,447 vacant buildable residential acres within the UGB.

**Table 3-4. Residential land with development capacity by constraint status, Springfield UGB, 2009**

Classification	Tax Lots	Acres unavailable for housing			Buildable Acres
		Acres in Tax Lots	Developed Acres	Unbuildable Acres	
Master Planned	18	151	138	13	See notes
Partially Vacant	234	841	77	170	595
Vacant	863	1,493	0	641	852
<b>Total</b>	<b>1,115</b>	<b>2,485</b>	<b>214</b>	<b>824</b>	<b>1,447</b>

Source: City of Springfield GIS data; analysis by ECONorthwest

Note: No buildable acres are shown for master planned areas because the master plan identifies the number of dwelling units. This capacity is reflected in Table 3-7.

Table 3-5 shows vacant land by plan designation. Map 3-3 shows the location of vacant land by plan designation. Map 3-4 shows vacant land with constraints that are unbuildable.

**Table 3-5. Residential land with development capacity by plan designation, Springfield UGB, 2008**

Plan Designation	Tax Lots	Total Acres in Tax Lots	Developed Acres	Constrained Acres	Buildable Acres
Low Density Residential	981	2,137	71	765	1,301
Medium Density Residential	126	329	142	58	128
High Density Residential	8	19	1	0	18
<b>Total</b>	<b>1,115</b>	<b>2,485</b>	<b>214</b>	<b>824</b>	<b>1,447</b>

Source: City of Springfield GIS data; analysis by ECONorthwest

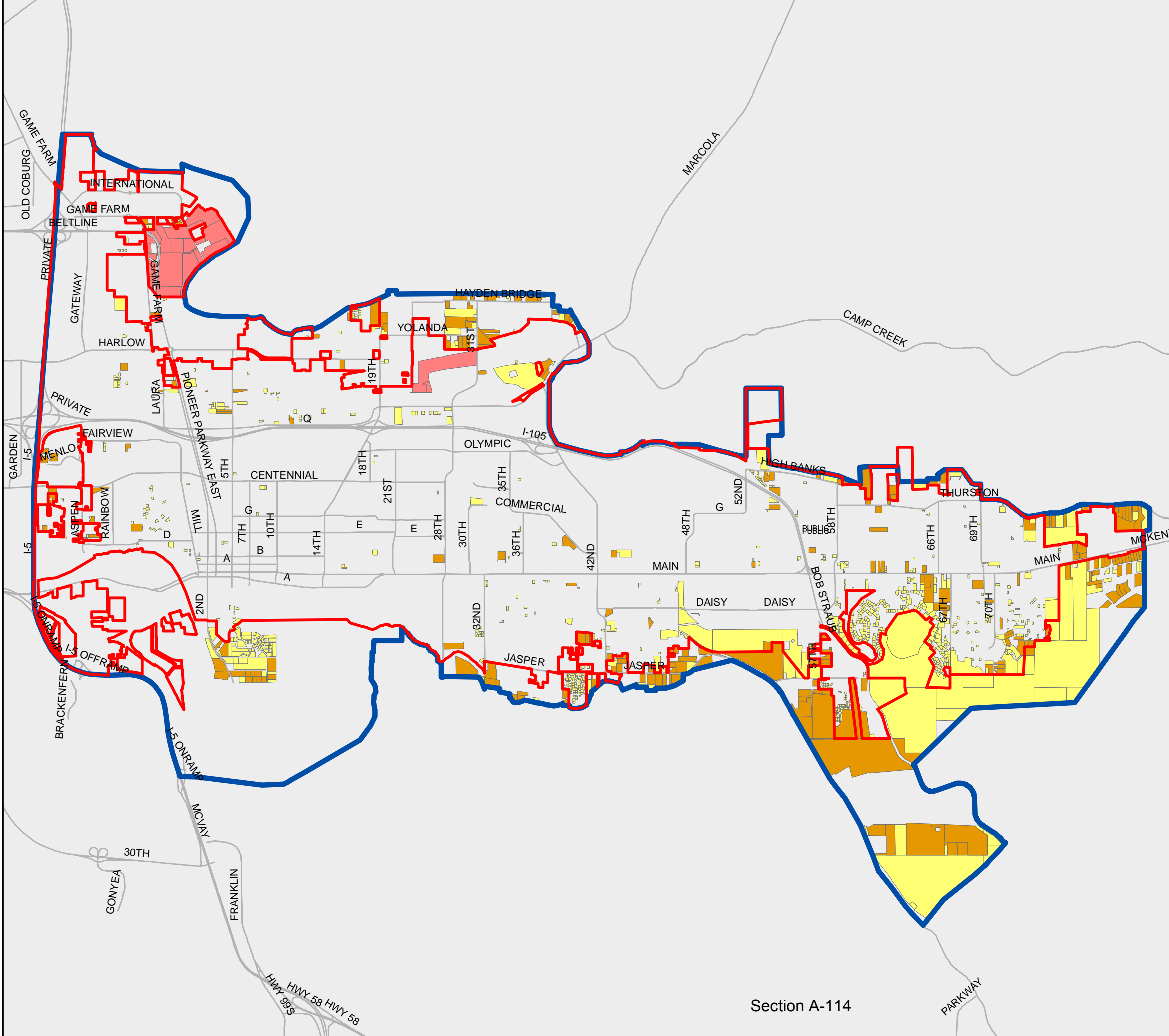
# Map 3-3 Residential Land by Classification City of Springfield Oregon

## Legend

- City Limits
- Urban Growth Boundary

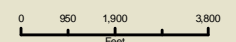
## Classifications

- MASTER PLAN
- PARTIALLY VACANT
- VACANT



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# Map 3-4 Residential Land by Classification and Constraint Status City of Springfield Oregon

## Legend

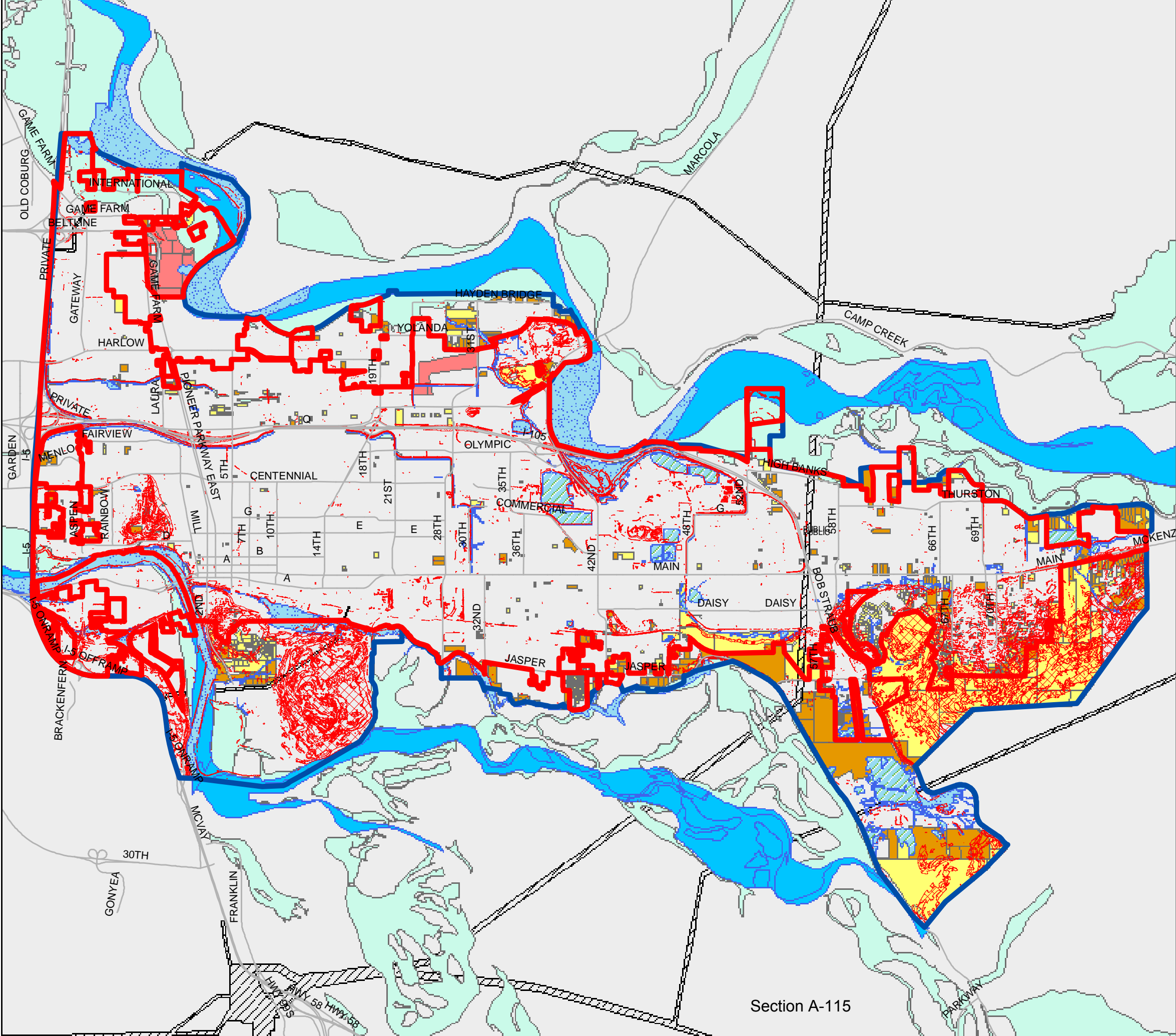
- City Limit
- Urban Growth Boundary

## Classifications

- MASTER PLAN
- PARTIALLY VACANT
- VACANT

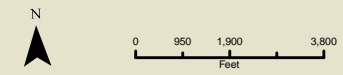
## Constraints

- Slope >25%
- Riparian Resource Areas
- Floodway
- 100-yr Floodplain
- Wetlands
- BPA Easement



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## 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.

This study does not use improvement-to-land value ratios as a redevelopment threshold. The City of Springfield understands that low-value housing is an integral part of the City's affordable housing stock and that encouraging redevelopment of such housing will likely result in an overall loss of affordable housing in Springfield.

Springfield uses a capacity-based method to identify redevelopment potential. Redevelopment capacity is estimated based on historical redevelopment rates. Historical rates of redevelopment are analyzed in Chapter 4.

## RESIDENTIAL CAPACITY

The final step in a residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity).<sup>7</sup> This yields a total of 1,468 buildable acres.

Table 3-7 provides an estimate of how much housing could be accommodated by those lands based on the needed densities identified in Table 5-25 after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation).

Table 3-7 shows that Springfield has capacity for 8,722 dwelling units within the existing UGB. Note that this figure does not include capacity for redevelopment.<sup>8</sup>

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<sup>7</sup> Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

<sup>8</sup> Note that the revised capacity estimate of 8,722 dwelling units does not make any adjustments for the City's Hillside Development Ordinance which requires minimum lot sizes of 10,000 or greater on slopes 15% or higher, or areas above 670' in elevation. Future drafts



**Table 3-7. Estimated residential development capacity, Springfield UGB, 2009**

<b>Plan Designation</b>	<b>Buildable Acres</b>	<b>Residential Capacity (DU)</b>	<b>Percent of Capacity</b>
Low Density Residential	824	5,379	60%
Medium Density Residential	95	2,718	30%
High Density Residential	16	355	4%
Mixed-Use (Glenwood)	21	270	3%
<b>Total</b>	<b>956</b>	<b>8,722</b>	<b>97%</b>

Source: City of Springfield residential BLI; analysis by ECONorthwest

Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

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of the residential could use such deductions, including deductions for land in floodplains, if the Springfield Planning Commission and City Council determine they yield more accurate results.

## Chapter 4 **Historical Development Trends**

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Analysis of historical development trends in Springfield provides insights into how the local housing market functions. The housing type mix and density are also key variables in forecasting future land need. Moreover, such an analysis is required by ORS 197.296. The specific steps are described in Task 2 of the DLCD HB 2709 Workbook:

1. Determine the time period for which the data must be gathered
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

ORS 197.296 requires the analysis of housing mix and density to include the past five years or since the most recent periodic review, whichever time period is greater.<sup>9</sup>

The City of Springfield used the 1999- July 2008 period for this analysis. The rationale for using this period is that permit data prior to 1999 could not be associated with tax lots to develop density estimates. Moreover, the most recent housing needs analysis and inventory for the Eugene-Springfield Metropolitan Area was conducted in 1999. With respect to housing mix, the 1990 and 2000 Census provide more accurate counts.

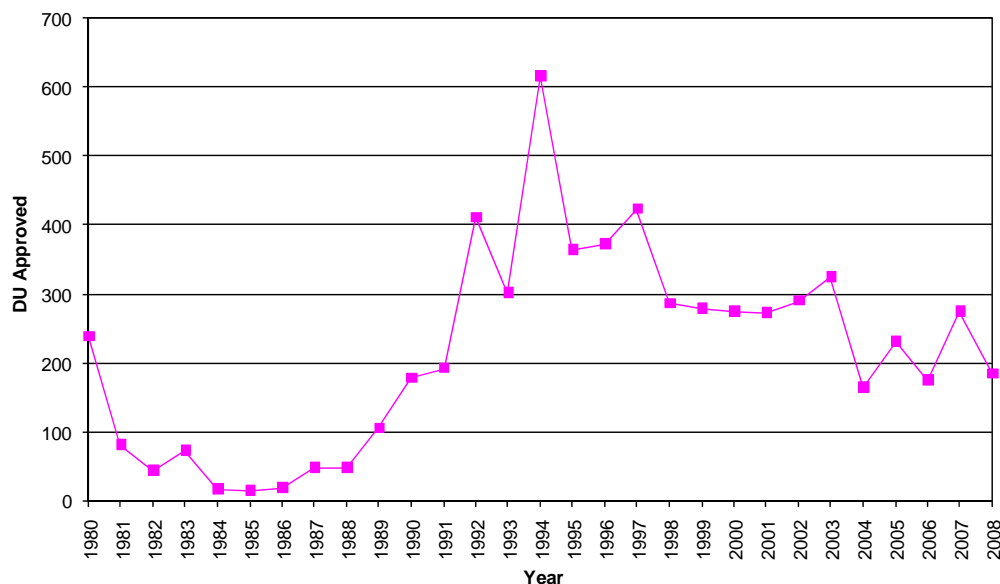
### **RESIDENTIAL DEVELOPMENT TRENDS**

Figure 4-1 shows dwelling units approved in the Springfield city limits between 1980 and July 2008. Springfield approved 5,836 dwellings during this 26-year period. The number of dwellings approved annually ranges from a low of 14 in 1985 to a high of 616 in 1994. Springfield averaged about 217 dwelling unit approvals per year during this period. The rate of development, however, shows considerable variation from year to year. That variation can be largely tied to economic conditions in the region.

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<sup>9</sup> Specifically, ORS 197.296(5) (b) states: “A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years.”

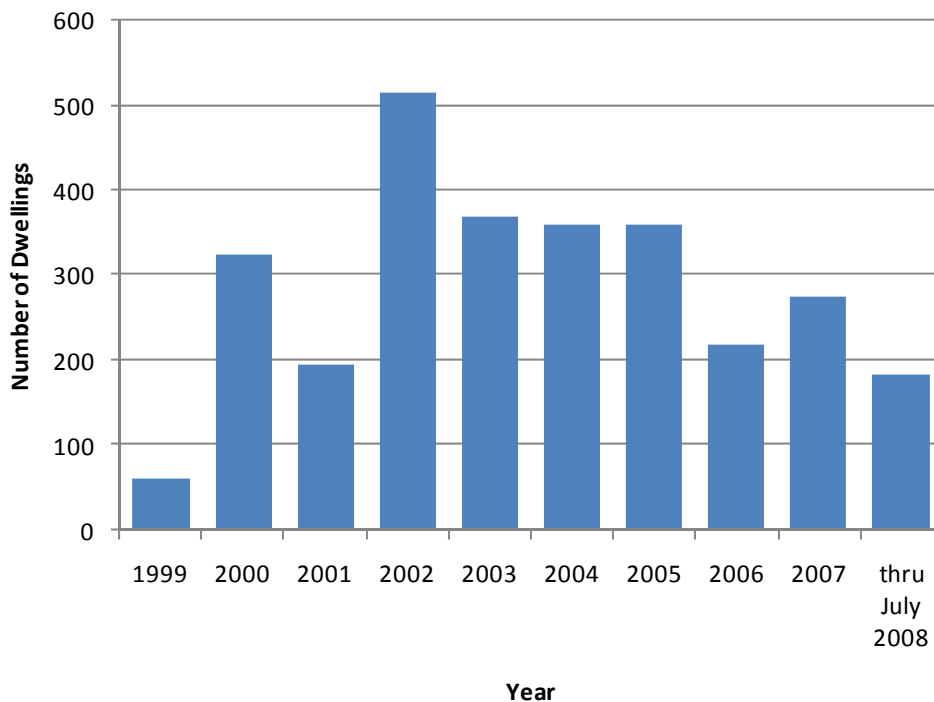
**Figure 4-1. Dwelling units approved through building permits issued for new residential construction, Springfield, 1980 – July 2008**



Source: City of Springfield Planning Department, 2008  
 Note: 2008 includes January through July.

Between July 1999 and July 2008, Springfield issued a total of 1,971 building permits for new residential construction that allowed 2,860 dwelling units. Figure 4-1 shows that the number of dwelling units approved varies from year to year and peaked at 515 in 2002. The number of dwellings approved was slower in 1999 and 2001. Between 2003 and 2005, the number of dwellings approved remained relatively steady at around 360 annually. By 2006, residential permits reflected the downturn in the national housing market, but still remained relatively strong averaging around 200 permits per year.

**Figure 4-1. Dwelling units approved through building permits issued for new residential construction, Springfield, July 1999 – July 2008**



Source: City of Springfield Planning Department, 2006

Table 4-1 shows dwelling units approved through building permits issued for new residential construction by type within Springfield. The data indicate that about 54% of residential dwellings approved were for single-family detached dwellings, manufactured homes accounted for about 10% of all permits issued, and multifamily housing of all types accounted for 36% of permits issued.

**Table 4-1. Dwelling units approved through building permits issued for new residential construction by type, Springfield, July 1999 – July 2008**

Year	Single Family	Manufactured Home	Duplex	Tri-Plex	Four-Plex	Apartment	Total Units
1999	30	9	22	0	0	0	61
2000	209	38	30	3	4	40	324
2001	121	46	16	6	0	6	195
2002	252	45	14	0	4	200	515
2003	230	31	18	6	84	0	369
2004	155	26	38	6	12	122	359
2005	144	31	38	6	140	0	359
2006	116	27	17	3	56	0	219
2007	180		30	0	4	61	275
thru July 2008	92	27	10	0	0	55	184
<b>Total Units</b>	<b>1529</b>	<b>280</b>	<b>233</b>	<b>30</b>	<b>304</b>	<b>484</b>	<b>2860</b>
<b>% of Units</b>	<b>53.5%</b>	<b>9.8%</b>	<b>8.1%</b>	<b>1.0%</b>	<b>10.6%</b>	<b>16.9%</b>	<b>100.0%</b>

Source: City of Springfield Planning Department, 2006

## TRENDS IN HOUSING MIX AND TENURE

The housing mix by type (i.e., percentage of single family, multi-family, and mobile/manufactured home units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, demographic characteristics, and amount of land zoned to allow different housing types and densities.

Table 4-2 shows changes in Springfield’s housing mix from 1990-2000. Between 1990 and 2000, Springfield increased its housing stock by 19%, adding 3,451 dwelling units. The mix of housing did not change substantially. In 1990 and 2000, 54% of dwelling units were single-family detached units. Over the ten-year period, Springfield added more than 2,000 single-family detached dwellings.

Thirty-one percent of the new dwellings added between 1990 to 2000 were multifamily or manufactured. However, the share of these more affordable housing types did not increase in Springfield over the ten-year period. In 1990, these housing types accounted for 37% of the housing stock and in 2000 they accounted for 37% of the housing stock.

With respect to tenure, Springfield experienced a 4% increase in the ownership rate between 1990 and 2000. About 49% of housing in the Springfield city limits was owner-occupied in 1990 and 54% was owner-occupied in 2000. Homeownership rates in Springfield are lower than County and State averages. In 1990, about 61% of homes were owner-occupied in Lane County, a figure that increased to 63% by 2000. State homeownership rates were 63% in 1990 and 64% in 2000.

**Table 4-2. Dwelling units by type and tenure, Springfield city limits, 1990 and 2000**

Housing Units	1990 Census		2000 Census		New DU 90-00		
	Number	Percent	Number	Percent	Number	Percent	% Increase
Single-family detached	9,687	53.5%	11,721	54.3%	2,034	58.9%	21%
Single-family attached	1,755	9.7%	1,794	8.3%	39	1.1%	2%
Multifamily	4,777	26.3%	6,118	28.4%	1,341	38.9%	28%
Mobile/Manufactured	1,902	10.5%	1,939	9.0%	37	1.1%	2%
<b>Total housing units</b>	<b>18,121</b>	<b>100.0%</b>	<b>21,572</b>	<b>100.0%</b>	<b>3,451</b>	<b>100.0%</b>	<b>19%</b>
<b>Occupied Housing Units</b>	<b>17,447</b>	<b>100.0%</b>	<b>20,514</b>	<b>100.0%</b>	<b>3,067</b>	<b>100.0%</b>	<b>18%</b>
Owner-occupied	8,599	49.3%	10,987	53.6%	2,388	77.9%	28%
Renter-occupied	8,848	50.7%	9,527	46.4%	679	22.1%	8%

Source: U.S. Census of Population and Housing; SF-3 1990 and 2000.

Table 4-3 shows type of dwelling by tenure (owner/renter-occupied) in 2000. The results show that single-family and manufactured housing types have a much higher ownership rate than other housing types—about 95% of owner-occupied units were in these housing types. Multifamily housing types, including duplexes were predominately renter occupied. It is also notable that 88% of the single-family attached dwellings were renter occupied. By contrast, 20% of single-family detached and 13% of mobile homes were renter occupied in 2000.

**Table 4-3. Housing units by type and tenure, Springfield city limits, 2000**

Housing Type	Owner-Occupied			Renter-Occupied			Total	
	Number	% by Tenure	% by Type	Number	% by Tenure	% by Type	Number	% by Type
Single-family detached	8,989	80%	82%	2,219	20%	23%	11,208	55%
Single-family attached	204	12%	2%	1,494	88%	16%	1,698	8%
Multifamily-duplex	118	10%	1%	1,113	90%	12%	1,231	6%
Multifamily-3+ units	89	2%	1%	4,447	98%	47%	4,536	22%
Mobile home	1,581	87%	14%	244	13%	2%	1,825	9%
<b>Total</b>	<b>10,981</b>	<b>54%</b>	<b>100%</b>	<b>9,517</b>	<b>46%</b>	<b>100%</b>	<b>20,498</b>	<b>100%</b>

Source: US Census 2000, Summary File 3; Percentages calculated by ECONorthwest.

Note: Total number of units is slightly different than reported in Table 4-2 due to different data sources (this table uses Summary File 3 sample data; Table 9.30.2 uses Summary File 1, 100% count data).

Table 4-4 shows changes in Springfield's housing mix from 2000-July 2008 based on 2000 Census and residential building permit data provided by the City of Springfield. Between 2000 and July 2008, Springfield increased its housing stock about 13%, adding 2,799 dwelling units. The mix of housing changed slightly, with multifamily dwellings accounting for about 0.9% greater share in July 2008 than 2000.

**Table 4-4. Estimated dwelling units by type, Springfield city limits, 2000 and July 2008**

Housing Units	2000 Census		2006 Est.		New DU 00-06		
	Number	Percent	Number	Percent	Number	Percent	% Increase
Single-family detached	11,721	54.3%	13,220	54.2%	1,499	53.6%	13%
Single-family attached	1,794	8.3%	1,794	7.4%	na	na	0%
Multifamily	6,118	28.4%	7,147	29.3%	1,029	36.8%	17%
Mobile/Manufactured	1,939	9.0%	2,210	9.1%	271	9.7%	14%
<b>Total housing units</b>	<b>21,572</b>	<b>100.0%</b>	<b>24,371</b>	<b>100.0%</b>	<b>2,799</b>	<b>100.0%</b>	<b>13%</b>

Source: U.S. Census of Population and Housing; SF-3 1990 and 2000; City of Springfield Building Permit Data, 2006.

Note: the City building permit data does not distinguish between single-family attached and detached dwellings. Thus, the 2008 estimate probably overestimates single-family detached dwellings and underestimates single-family attached dwellings.

## DENSITY

Table 4-5 summarizes approved *net* residential densities by housing type from July 1999 through July 2008. During this period, 2,860 dwelling units were approved by residential building permits. The dwellings are associated with individual tax lots to calculate the net residential density (expressed in dwelling units per acre).<sup>10</sup> This development consumed 436.3 net vacant acres. New housing in Springfield developed at an average net density of 6.6 dwelling units per net buildable acre between 1999 and July 2008.

The data indicate that single-family detached housing types averaged a density of 5.4 dwelling units per net acre, while manufactured homes achieved a lower density of 4.6 dwelling units per net acre. Multifamily housing types show more variation—from 25 units per net acre for triplexes, to 8.5 dwelling units per net acre for fourplexes, and 24.4 dwellings per net acre for apartment buildings with five or more units.

<sup>10</sup> OAR 660-024-0040(9) defines a net buildable acre as follows: For purposes of this rule, a "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rights-of-way, restricted hazard areas, public open spaces and restricted resource protection areas.

**Table 4-5. Actual residential density by housing type, in net acres, Springfield, July 1999 – July 2008**

<b>Housing Type</b>	<b>Dwelling Units</b>	<b>Percent of DU</b>	<b>Net Acres</b>	<b>DU/Net Acre</b>
Single-Family Detached	1,529	53%	280.7	5.4
Manufactured Home	280	10%	61.2	4.6
Duplex	233	8%	37.5	6.2
Triplex	30	1%	1.2	25.0
Fourplex	304	11%	35.9	8.5
Apartments 5+ Units	484	17%	19.8	24.4
<b>Total</b>	<b>2,860</b>	<b>100%</b>	<b>436.3</b>	<b>6.6</b>

Source: City of Springfield building permit data

## REDEVELOPMENT TRENDS

Analysis of historical redevelopment of residential lands provides context for determining how much redevelopment will occur over the 20-year planning period. Specifically, the analysis addressed redevelopment by analyzing new dwellings on developed lots. This includes lots that had addresses coded before 1999 and received additional addresses after 1999. In other words, it focuses on lands that were identified as “developed” in the buildable lands inventory, but had additional residential development in the 1999-2008 period.

The analysis found 102 new dwellings were added on developed lots between 1999 and 2008. This is about 4% of 2,860 dwellings added in Springfield during this period.



Chapter 2 described the framework for conducting a housing "needs" analysis. ORS 197.296 (HB 2709) requires cities over 25,000 or fast growing cities to conduct a housing needs analysis. A recommended approach is described in Task 3 of the HB 2709 Workbook. The specific steps in the housing needs analysis are:

1. Project number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Estimate the number of additional needed units by structure type.
6. Determine the needed density ranges for each plan designation and the average needed net density for all structure types.

## **STEP 1: PROJECT NUMBER OF NEW HOUSING UNITS NEEDED IN THE NEXT 20 YEARS**

Step 1 in the housing needs analysis is to project the number of *new* housing units needed during the planning period. This section describes the key assumptions and estimates of new housing units needed in Springfield between 2000 and 2020.

### **POPULATION**

Springfield must have a population forecast to project expected population change over the 20-year planning period (in this instance, 2010-2030). Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2010 and 2030.

Table 5-1 shows the coordinated population forecast for the Springfield city limit, urban area (the area between the city limit and UGB), and the UGB for 2010 to 2030. The UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

**Table 5-1. Springfield coordinated population forecast, Springfield UGB, 2010 to 2030**

<b>Year</b>	<b>City Limit</b>	<b>Urban Area</b>	<b>UGB</b>
2010	58,891	8,140	67,031
2030	74,814	6,794	81,608
<b>Change 2010-2030</b>			
Number	15,923	(1,346)	14,577
Percent	27%	-17%	22%
AAGR	1.2%	-0.9%	1.0%

Source: Lane County Rural Comprehensive Plan, 1984 (Amended in 2009), Table 1-1, pg 5

## PERSONS IN GROUP QUARTERS

Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically backed out of the population forecast for the purpose of estimating housing need. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, one assumes that any new requirements for these lodging types will be met by institutions (colleges, state agencies, health-care corporations) operating outside what is typically defined as the housing market. Group quarters, however, require land and are typically built at densities that are comparable to multiple-family dwellings.

Table 5-2 shows persons in group quarters in the City of Springfield as reported by the 1980, 1990, and 2000 Census.

**Table 5-2. Persons in group quarters, City of Springfield, 1980, 1990, and 2000**

<b>VARIABLE</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Total Population	41,621	44,683	52,864
Persons in Group Quarters	184	298	635
Percent in Group Quarters	0.44%	0.67%	1.20%

Source: U.S. Census of Population and Housing, Summary File 1

For the purpose of estimating housing needs for Springfield, ECO assumed that 1% of new persons (148 persons) will reside in group quarters. The majority of these new persons will live in assisted living quarters.

A final note on persons in group quarters: persons in group quarters require land. While the HB 2709 workbook backs this component of the population out of total population that needs housing, it does not otherwise make accommodations for land demand for new group quarters. For the purpose of this analysis, we assume that persons in group quarters require land at approximately the same density as multiple family housing. Land needed for group quarters is estimated at the end of this chapter.

## HOUSEHOLD SIZE AND COMPOSITION

Twenty years ago, traditional families (married couple, with one or more children at home) accounted for 29% of all households in Oregon. In 1990 that percentage had dropped to 25%. It will likely continue to fall, but probably not as dramatically. The average household size in Oregon was 2.60 in 1980 and 2.52 in 1990. One and two person households made up the majority of Oregon households in 1990. The direct impact of decreasing household size on housing demand is that smaller households means more households, which means a need for more housing units even if population were not growing.

Table 5-3 shows average household size for Springfield as reported by the 1980, 1990, and 2000 Census. OAR 660-024-0040(7)(a) established a “safe harbor” assumption for average household size—which is the figure from the most recent Census (2.54 persons). The estimate of future housing needs uses an average household size of 2.54 persons, as allowed by the safe harbor.

**Table 5-3. Average household size, Springfield, 1980, 1990 and 2000**

Year	Average household size
1980	2.57
1990	2.54
2000	2.54

Source: U.S. Census of Population and Housing, Summary File 1

## VACANCY RATE

Vacant units are the final variable in the basic housing need model. Vacancy rates are cyclical and represent the lag between demand and the market’s response to demand in additional dwelling units. Vacancy rates for rental and multiple family units are typically higher than those for owner-occupied and single-family dwelling units.

Table 5-4 shows that the average vacancy rate for Springfield varies by time period. The most recent Census showed an overall vacancy rate of 5%. The HCS housing needs model, however, requires separate vacancy rate figures for single-family and multifamily units. The vacancy rate in 2000 was 4.7% for single-family units and 5.7% for multifamily units.

**Table 5-4. Average vacancy rate, Springfield, 1980, 1990 and 2000**

Variable	1980	1990	2000
Housing Units	17,469	18,121	21,500
Occupied Housing Units	16,173	17,447	20,426
Vacant Housing Units	1,296	674	1,074
Vacancy Rate	7.42%	3.72%	5.00%

Source: U.S. Census of Population and Housing, Summary File 1

Thus study assumes an average vacancy rate of 5%--the same figure as reported in the 2000 Census. The countywide vacancy rate was 6.1% in 2000.

### FORECAST OF NEW HOUSING UNITS, 2010-2030

The preceding analysis leads to a forecast of new housing units likely to be built in Springfield during the 2010 to 2030 period. Based on the assumptions shown in Table 5-5, Springfield will need 5,980 new dwelling units to accommodate forecast population growth between 2010 and 2030. These figures do not include new group quarters. The forecast assumes 60% will be single-family housing types (single-family detached and manufactured) and 40% will be multifamily. The rationale for the household mix is described in the housing needs analysis section of this chapter.

The results indicate that Springfield will need to issue permits for about 299 new dwelling units annually during the planning period. This figure is consistent with the 300 dwelling units approved annually during the 1999 to July 2008 period, but is still significantly below the 515 dwellings approved in 2002.

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

**Table 5-5. Demand for new housing units, Springfield UGB, 2010-2030**

Variable	Assumptions / Results
Change in persons	14,577
<i>minus</i> Change in persons in group quarters	145
<i>equals</i> Persons in households	14,432
Average household size	2.54
New occupied DU	5,682
Average vacancy rate	5%
Total new DU	5,980
<b>Single-family dwelling units</b>	
Percent single-family DU	60%
New occupied single-family DU	3,588
<b>Multiple family dwelling units</b>	
Percent multiple family DU	40%
New occupied multiple-family DU	2,392
<b>Totals</b>	
<i>equals</i> Total new occupied dwelling units	5,980
Dwelling units needed annually	299

Source: Calculations by ECONorthwest based on safe harbor population forecast and assumptions described above.

## **STEP 2: IDENTIFY RELEVANT NATIONAL, STATE, AND LOCAL DEMOGRAPHIC AND ECONOMIC TRENDS AND FACTORS THAT MAY AFFECT THE 20-YEAR PROJECTION OF STRUCTURE TYPE MIX NATIONAL HOUSING TRENDS**

The overview of national, state, and local housing trends builds from previous work by ECO and conclusions from *The State of the Nation's Housing, 2008* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook for the next decade as follows:

“Housing markets contracted for a second straight year in 2007. The national median single-family home price fell in nominal terms for the first time in 40 years of recordkeeping, leaving several million homeowners with properties worth less than their mortgages. With the economy softening and many home loans resetting to higher rates, an increasing number of owners had difficulty keeping current on their payments. Mortgage performance—especially on subprime loans with adjustable rates—eroded badly. Lenders responded by tightening underwriting standards and demanding a higher risk premium, accelerating the ongoing slide in sales and starts.

“It is still uncertain how far, and for how long, the housing crisis will drive down household growth. Regardless, given the solid underpinnings of long-term demand—including the recent strength of immigration and the aging of the echo-boom generation into young adulthood—household growth will pick up again once the economy recovers. But if the nation suffers a prolonged economic downturn that results in lower immigration and more doubling up, household growth in 2010-2020 may fall short of the 14.4 million level currently projected.

This evaluation presents a bleak outlook for housing markets and for homeownership in the short-term brought on by the subprime mortgage crisis. However, the image painted of the future looks brighter, as the increase in housing demand is naturally induced by the growth of the population in the necessary age groups. Following is a summary of key national housing trends:

- By 2006, higher prices and rising interest rates had a negative impact on market demand. Investor demand, home sales and single-family starts dropped sharply. Growth in national sales prices also slowed. By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and fear of recession.
- Homeownership rates are decreasing. After 12 successive years of increases, the national homeownership rate slipped in 2005, again in 2006 to 68.8%, and again in 2007 to 68.1%. The Joint Center for Housing Studies predicts that once the corrections made to work off the housing oversupply and prices start to recover, a return to traditional mortgage

products and the strength of natural demand will invigorate the homeownership rate.

- The long-term market outlook shows that homeownership is still the preferred tenure. Over the next decade, 88% of net household growth is expected to come from gains in the number of homeowners. While further homeownership gains are likely during this decade, they are not assured.
- Population increases will drive future demand. The Joint Center for Housing Studies indicates that demand for new homes could total as many as 14.4 million units nationally between 2010 and 2020. Nationally, the vast majority of these homes will be built in lower-density areas where cheaper land is in greater supply.
- People and jobs have been moving away from central business districts (CBDs) for more than a century: the number of the country's largest metropolitan areas with more than half of their households living at least 10 miles from the CBD has more than tripled from 13 in 1970 to 46 in 2000; in six metropolitan areas more than a fifth of households live at least 30 miles out. While people older than 45 years are generally continuing to move away from CBDs, younger people have begun to move nearer to CBDs.
- Demand for higher density housing types exists among certain demographics. They conclude that because of persistent income disparities, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes. Supply-side considerations, however, outweigh these demographic forces.
- Immigration will play a key role in accelerating household growth over the next 10 years. Between 2000 and 2006, immigrants contributed to over 60% of household growth. Minorities will account for 68% of the 14.6 million projected growth in households for the 2005 to 2015 period. Immigrants now comprise a growing share of young adults and children in the United States. Twenty percent of Americans ages 25-34 are foreign born, and an additional 9% are second generation Americans.
- An aging population, and of baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years. A recent survey of baby boomers showed that more than a quarter plan to relocate into larger homes and 5% plan to move to smaller homes. Second home demand among upper-income homebuyers of all ages also continues to grow. Households aged 50 to 69 are expected to account for the purchase of nearly half a million second homes between 2005 and 2015.

- The Joint Center for Housing studies expects rental housing demand to grow by 1.8 million households over the next decade. Minorities will be responsible for nearly all of this increased demand. The minority share of renter households grew from 37% in 1995 to 43% in 2005. The minority share is forecast to exceed 50% of renter households in 2015. Demographics will also play a role.
- Ratios of rent to income are forecast to continue to increase. In 2006, one in three American households spent more than 30% of income on housing, and more than one in seven spent upwards of 50%. The national trend towards increased rent to income ratios is mirrored regionally in that a salary of two to three times the 2007 Federal minimum wage of \$5.85 is needed to afford rents in Lane County.

The U.S Bureau of Census Characteristics of New Housing Report presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several trends in the characteristics of housing are evident from the New Housing Report:

- Larger single-family units on smaller lots. Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.
- Larger multifamily units. Between 1999 and 2007, the median size of new multiple family dwelling units increased by 15%. The percentage of multifamily units with more than 1,200 sq. ft. increased from 26% to 47% in the western region and from 28% to 50% nationally. The percentage of units with less than 600 sq. ft. stayed at 1% both regionally and nationally.
- More household amenities. Between 1994 and 2007 the percentage of single-family units built with amenities such as central air conditioning, fireplaces, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multiple family units.

A clear linkage exists between demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in several publications. Analysis of data from the Public Use Microsample (PUMS) in the 2000 Census to describe

the relationship between selected demographic characteristics and housing choice. Key relationships identified through this data include:

- Homeownership rates increase as income increases;
- Homeownership rates increase as age increases;
- Choice of single-family detached housing types increases as income increases;
- Renters are much more likely to choose multiple family housing types than single-family; and
- Income is a stronger determinate of tenure and housing type choice for all age categories.

### **STEP 3: DESCRIBE THE DEMOGRAPHIC CHARACTERISTICS OF THE POPULATION AND, IF POSSIBLE, HOUSING TRENDS THAT RELATE TO DEMAND FOR DIFFERENT TYPES OF HOUSING**

State and regional demographic and housing trends are important to a thorough understanding of the dynamics of the Springfield housing market. Springfield exists in a regional economy; trends in the region impact the local housing market. This section documents state and regional demographic and housing trends relevant to Springfield.

#### **DEMOGRAPHIC TRENDS**

This section reviews historical demographic trends in the Lane County and Springfield. Demographic trends provide a broader context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and shape future growth. To provide context, we compare the Springfield with Lane County and Oregon where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

#### **State Demographic Trends**

Oregon's *2006-2010 Consolidated Plan* includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.<sup>11</sup> The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide:

- 11<sup>th</sup> fastest growing in the United States
- Facing dramatic housing cost increases

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<sup>11</sup> [http://www.ohcs.oregon.gov/OHCS/HRS\\_Consolidated\\_Plan\\_5yearplan.shtml](http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml)



- Facing median and adjusted incomes less than those of 1999
- Growing faster than national rates: 4.0% v. 3.3% and expecting a non-entitlement growth during this consolidated plan of about 6%, 82% of which will come from in-migration.
- Increasingly older
- Increasingly diverse
- Increasingly less affluent<sup>12</sup>

Richard Bjelland, State Housing Analyst at the Housing and Community Services Department of the State of Oregon, analyzed recent demographic changes taking place in Oregon and discussed their implications in a 2006 presentation “Changing Demographics: Impacts to Oregon and the US.” Some of Bjelland’s most significant findings are summarized below:

- Oregon’s **minority population is growing** quickly. Minorities made up 9.2% of the population in 1990 and 16.5% of the population in 2000, a 52% increase.
- **Hispanics and Latinos make up a large share of that population** and their growth rate is higher than non-Hispanics/ Latinos. The growth rate of Oregon’s non-Hispanic/ Latino population between 1990 and 2000 was 15.3% compared to 144.3% for Hispanics and Latinos.
- The **birth rates** of Hispanic/ Latino residents are higher than non-Hispanic/ Latino residents. In 1998, for the US, white non-Hispanic/ Latino residents had a birth rate of 12.3 per 1,000, lower than Asians and Pacific Islanders (16.4 per 1,000), black non-Hispanics (18.2 per 1,000) and Hispanic/ Latino (24.3 per 1,000).
- The share of resident births and deaths in Oregon shows the implications of that birthrate: Hispanic/ Latino residents accounted for 17.4% of births but only 1.4% of deaths in Oregon for 2001. In addition, **Hispanic/ Latino Oregonians are younger than non-Hispanic/ Latino residents**: in 2000, 75.9% of Hispanic/ Latino residents of Oregon are under age 35, compared to 45.7% of non-Hispanic/ Latino residents.
- In Oregon, Hispanic/ Latino **per capita income** in 2005 was only 44% of white per capita income.
- Hispanic/ Latino residents of Oregon become **homeowners** at younger ages than non-Hispanic/ Latino residents. Table 5-6 shows that Hispanic/ Latino Oregonians under 45 have higher homeownership rates than non-Hispanic/ Latino residents.

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<sup>12</sup> State of Oregon Consolidated Plan, 2006-2010, pg. 23.

**Table 5-6. Oregon homeownership rates by age of householder, 2000**

Age of householder	Non-Hispanic/Latino	Hispanic/Latino
25-34	10.2%	25.7%
35-44	20.6%	31.0%
45 and older	68.1%	39.4%

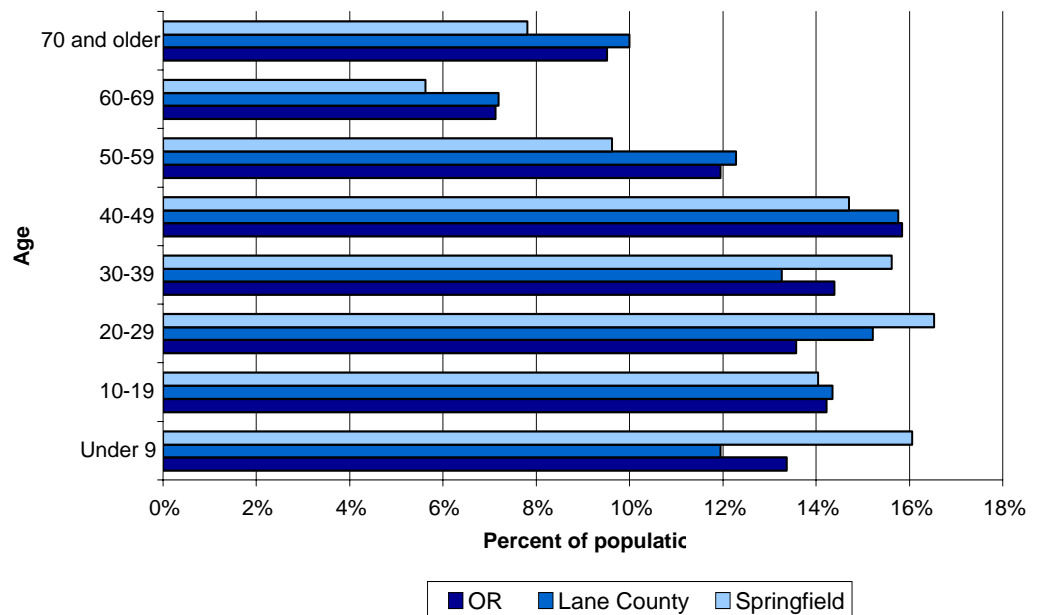
Source: Richard Bjelland, State Housing Analyst at the Housing and Community Services Department of the State of Oregon, "Changing Demographics: Impacts to Oregon and the US" 2006. He obtained his data from US Census 2000. Note: Percentages represent percent of households in each age group that own homes; columns do not sum to 100%.

## Regional Demographic Trends

Regional demographic trends largely follow the statewide trends discussed above, but provide additional insight into how demographic trends might affect housing in Springfield.

Figure 5-1 shows the populations of Oregon, Lane County, and Springfield by age for 2000. Springfield has a greater proportion of its population less than 40 years old than Oregon and Lane County, especially residents aged 20-29 and under 9 years. Springfield has comparatively fewer residents over 40 than the state.

**Figure 5-1. Population distribution by age, Oregon, Lane County, and Springfield, 2000**



Source: U.S. Census, 2000

Some outlying communities in the region have populations similar in age distribution to Springfield. Outlying communities with the largest percent of

households with children from the 2000 census were: Creswell (41%), Veneta (40%), Junction City (40%), and Coburg (38%). The communities with the smallest percent of households with children were Eugene (27%), Oakridge (28%), and Cottage Grove (35%).

In the communities with larger shares of children, attendance rates of children in elementary school are *not* declining, unlike districts such as Oakridge, McKenzie, and Pleasant Hill. School districts that have experienced increases in the Kindergarten-2<sup>nd</sup> grade populations are Fern Ridge District 28J (increased since 2003), Lowell 71 (since 2004), Creswell 40 (since 1999 with a dip in 2004), and Junction City 69 (from 2002 to 2005). However, this data is based on small districts with small class sizes, so it is not entirely conclusive.

Outlying communities with the largest percent of persons 65 and over from the 2000 Census were: Oakridge (21%) and Cottage Grove (15%). The community with the smallest percent of persons 65 and older was Veneta (9%). These data indicate that some outlying communities' trend toward older populations, others trend towards younger populations with families with younger children.

Table 5-7 shows population by age for Lane County for 2000 and 2006. The data show that Lane County grew by 13,479 people between 2000 and 2006, which is a 4% increase. The age breakdown shows that the County experienced an increase in population for every age group over age 25. The fastest growing age groups were aged 45 to 64 years and 65 and over. The group that experienced the fastest negative growth was ages 18-24.

**Table 5-7. Population by age, Lane County, 2000 and 2006**

Age Group	2000		2006		Change		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	18,584	6%	18,056	5%	-528	-3%	0%
5-17	55,230	17%	52,730	16%	-2,500	-5%	-1%
18-24	38,662	12%	34,666	10%	-3,996	-10%	-2%
25-44	88,849	28%	95,171	28%	6,322	7%	1%
45-64	78,680	24%	88,926	26%	10,246	13%	2%
65 and over	42,954	13%	46,889	14%	3,935	9%	1%
<b>Total</b>	<b>322,959</b>	<b>100%</b>	<b>336,438</b>	<b>100%</b>	<b>13,479</b>	<b>4%</b>	<b>0%</b>

Source: U.S. Census, 2000 and Claritas, 2006

Table 5-8 shows Claritas Inc. population forecast by age for Lane County from 2006 to 2011. The data show that, with the exception of the 5-17 and 18-24 year old groups, each age group will experience growth and that groups aged 65 years and older and 45 to 64 years will grow at the fastest rates. The forecast shows that the 5 to 17 and 18 to 24 year age groups will decline.

**Table 5-8. Claritas Inc. population projection by age, Lane County, 2006 and 2011**

Age Group	2006		2011		Change		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	18,056	5%	18,615	5%	559	3%	0%
5-17	52,730	16%	51,098	15%	-1,632	-3%	-1%
18-24	34,666	10%	31,827	9%	-2,839	-8%	-1%
25-44	95,171	28%	99,401	29%	4,230	4%	0%
45-64	88,926	26%	94,999	27%	6,073	7%	1%
65 and over	46,889	14%	52,765	15%	5,876	13%	1%
<b>Total</b>	<b>336,438</b>	<b>100%</b>	<b>348,705</b>	<b>100%</b>	<b>12,267</b>	<b>4%</b>	<b>0%</b>

Source: Claritas, 2006

The data in Tables 5-7 and 5-8 suggest that Lane County is attracting older people and experiencing comparatively slow growth (or negative growth) in people under 44 years old. The age distribution in Figure 3 suggests a higher percentage of young adults (20-29) and children live in Springfield, indicating that Springfield's population and age trends are somewhat different from the projections for the county as a whole.

Between 1990 and 1999, almost 70% of Oregon's total population growth was from net migration (in-migration minus out-migration), with the remaining 30% from natural increase (births minus deaths).<sup>13</sup> Migrants to Oregon tend to have many characteristics in common with existing residents, with some differences—recent in-migrants to Oregon are, on average, younger and more educated, and are more likely to hold professional or managerial jobs, compared to Oregon's existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than 7% of in-migrants but only 3% of the state's population. The number-one reason cited by in-migrants for coming to Oregon was family or friends, followed by quality of life and employment.<sup>14</sup>

Migration is a significant component of population growth in Lane County. Seventy-three percent of population growth in Lane County between 1990 and 2000 was from in-migration. This figure remained at 73% for the 2000-2005 period.<sup>15</sup>

The U.S. Census collects information about migration patterns. Specifically, it asks households where their residence was in 1995 (5 years prior to the Census count). Table 5-9 shows place of residence in 1995 for Oregon, Lane County, and Springfield. The data show that Springfield residents are more mobile than Lane County and Oregon residents. Less than half of residents in Oregon, Lane County or Springfield lived in the same residence in 1995 as in 2000. Twenty-four

<sup>13</sup> Portland State University, Population Research Center, 2000. *1990-2000 Components of Population Change*

<sup>14</sup> State of Oregon, Employment Department. 1999. *1999 Oregon In-migration Study*.

<sup>15</sup> Portland State University, Population Research Center, 2005. *2005 Oregon Population Report and contents*

percent of Oregonians, 20% of residents of Lane County and 19% of residents of Springfield lived in a different county in 1995. Eleven percent of residents of Springfield and 13% of residents of Lane County lived in a different state in 1995, compared with 12% of Oregonians.

**Table 5-9. Place of residence in 1995, Oregon, Lane County, and Springfield, persons 5 years and over**

	Oregon		Lane County		Springfield	
	Persons	Percent	Persons	Percent	Persons	Percent
Population 5 years and older	3,199,323	100%	304,463	100%	48,403	100%
Same house in 1995	1,496,938	47%	142,447	47%	20,023	41%
Different house in 1995	1,702,385	53%	162,016	53%	28,380	59%
Same county	863,070	27%	94,788	31%	18,610	38%
Different county	755,954	24%	61,639	20%	9,085	19%
Same state	356,626	11%	23,526	8%	3,599	7%
Different state	399,328	12%	38,113	13%	5,486	11%

Source: U.S. Census, 2000

Table 5-10 shows the number of persons of Hispanic or Latino origin for Oregon, Lane County, and Springfield for 1990 and 2000. Springfield has a lower proportion of Hispanic/Latino residents as Oregon and a higher proportion than Lane County. In 2000, Springfield's population was 6.6 % Hispanic/Latino, compared with 4.5% of residents in Lane County.

The Hispanic/Latino population grew faster in Springfield than in Lane County from 1990 to 2000. Springfield's Hispanic/Latino population grew by 168% between 1990 and 2000. During the same period, Lane County's Hispanic/Latino population grew by 111% and Oregon's Hispanic/Latino population grew by 143%.

**Table 5-10. Persons of Hispanic or Latino origin, Oregon, Lane County, and Springfield, 1990 and 2000**

	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	273,938	14,488	3,475
Percent Hispanic or Latino	8.0%	4.5%	6.6%
Change 1990-2000			
Hispanic or Latino	161,231	7,636	2,176
Percent Hispanic or Latino	143%	111%	168%

Source: U.S. Census, 2000

Table 5-11 shows the number of Hispanic and Latino residents and the percent of Hispanic/ Latino residents as a percent of the total population between 1990 and 2000. The number of Hispanic and Latino residents is growing in all outlying

areas, especially in Cottage Grove and Junction City, according to the US Census 1990 and 2000.

**Table 5-11. Persons of Hispanic or Latino origin, outlying communities, 1990 and 2000**

	1990		2000		Change	
	Number	Percent	Number	Percent	Number	Percent
		of total		of total		
Coburg	18	2%	29	3%	11	61%
Cottage Grove	162	2%	417	5%	255	157%
Creswell	109	4%	251	7%	142	130%
Eugene	3,051	3%	6,843	5%	3,792	124%
Junction City	73	2%	391	8%	318	436%
Oakridge	141	5%	158	5%	17	12%
Springfield	1,299	3%	3,651	7%	2,352	181%
Veneta	50	2%	115	4%	65	130%

Source: US Census 1990 and 2000

Table 5-12 shows household size by ethnicity for Oregon, Lane County, and Springfield. The number of people per household is similar for Oregon, Lane County, and Springfield for non-Hispanic households and Hispanic households. In each area, non-Hispanic households have a little less than 2.5 people per household. Households for Hispanic residents are larger, with between 3.2 and 3.9 people per household. The data show that Hispanic residents have between 0.7 and 1.4 additional people per household than non-Hispanic residents.

**Table 5-12. Household size by ethnicity for Oregon, Lane County, and Springfield, 2000**

	Oregon	Lane County	Springfield
Non-Hispanic/ Latino	2.42	2.39	2.49
Hispanic/ Latino	3.87	3.19	3.50

Source: U.S. Census, 2000

In conclusion: (1) Springfield residents are younger than residents of Lane County, even as county-wide age levels are trending older; (2) Springfield has a growing population of Hispanic/ Latino residents, whose higher average household size is larger than non-Hispanic/ Latino residents.

Household type and relationship also has implications for housing needs. For example, one-person households need smaller dwellings than family households with children. Table 5-13 shows household type and relationship in Springfield for 1990, 2000, and the 2005-07 period. The data show an increase in all household types during this period. With respect to share of household types, one-person households increased from 25% to 30% of Springfield households. A corresponding decrease in share occurred in two or more person households, with most of the decrease in share coming from married couple family households.

**Table 5-13. Household type and relationship, Springfield, 1990, 2000 and 2005-07**

Household Type	1990		2000		2005-07 ACS		Change 1990-2005/07		
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Share
1-person household	4,346	25%	5,206	25%	6,646	30%	2,300	53%	5%
2 or more person household	13,101	75%	15,308	75%	15,707	70%	2,606	20%	-5%
Family households:	11,593	66%	13,479	66%	13,915	62%	2,322	20%	-4%
Married-couple family	8,572	49%	9,373	46%	9,832	44%	1,260	15%	-5%
Other family:	3,021	17%	4,106	20%	4,083	18%	1,062	35%	1%
Male householder, no wife present	658	4%	1,164	6%	1,017	5%	359	55%	1%
Female householder, no husband present	2,363	14%	2,942	14%	3,066	14%	703	30%	0%
Nonfamily households:	1,508	9%	1,829	9%	1,792	8%	284	19%	-1%
<b>Total</b>	<b>17,447</b>	<b>100%</b>	<b>20,514</b>	<b>100%</b>	<b>22,353</b>	<b>100%</b>	<b>4,906</b>	<b>28%</b>	

Source: U.S. Census, 1990, 2000. American Community Survey (2005-07)

Note: 2005-07 American Community Survey is based on pooled data from household surveys conducted in 2005, 2006 and 2007.

## HOUSING TRENDS

Table 5-14 shows the total number of permitted dwellings (single-family and multi-family) by year for selected Lane County cities between 2000 and 2007. Table 5-14 shows that Eugene had the highest number of permitted units during the period, with Springfield and Creswell having the second- and third-highest. Junction City and Oakridge had the lowest number of permitted units. Most cities showed the highest numbers of permitted units over the time period either in 2004 or in 2005, although Springfield's highest total was in 2003.

**Table 5-14. Total permitted dwellings (all types) by year, selected Lane County cities, 2000-2007**

City	2000	2001	2002	2003	2004	2005	2006	2007	Total
Eugene	744	760	828	611	876	1,327	731	555	6432
Springfield	274	272	290	324	164	231	211	265	2031
Creswell	26	67	82	93	153	62	56	84	623
Cottage Grove	29	17	28	68	44	86	53	32	357
Junction City	15	12	12	13	10	13	8	78	161
Veneta	11	24	43	96	112	117	128	62	593
Oakridge	1	4	1	0	8	4	9	13	40
<b>Total</b>	<b>1,100</b>	<b>1,156</b>	<b>1,284</b>	<b>1,205</b>	<b>1,367</b>	<b>1,840</b>	<b>1,196</b>	<b>1,089</b>	<b>10,237</b>

Source: U.S. Census, Building permits data site, <http://censtats.census.gov/bldg/bldgprmt.shtml>  
 Note: These numbers are different than those provided by the City of Springfield that were used for the historical density analysis. We believe the data provided by the City are more accurate.

Table 5-15 shows the permits issued for new single-family dwellings in selected Lane County cities between 1996 and 2007. Table 5-15 shows that Springfield's number of permits issued for single-family dwellings remained consistently between 220 and 245 between 1998 and 2003, and has recently fluctuated at lower levels.

**Table 5-15. Permits issued for new single-family dwellings, selected Lane County cities, 1996-2007**

City	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Eugene	845	721	665	656	619	633	673	559	583	756	528	297
Springfield	N/A	192	221	239	222	225	243	232	128	98	134	170
Coburg	12	9	11	10	3	1	7	6	2	6	4	1
Creswell	30	43	45	32	26	67	80	91	133	60	56	84
Cottage Grove	37	19	54	45	29	17	15	19	34	70	39	22
Junction City	53	19	13	28	15	12	34	13	10	13	8	78
Veneta	13	10	11	19	11	24	43	96	112	117	128	62
Oakridge	5	2	1	12	1	2	1	0	8	4	9	11
<b>TOTAL</b>	<b>995</b>	<b>1,015</b>	<b>1,021</b>	<b>1,041</b>	<b>926</b>	<b>981</b>	<b>1,096</b>	<b>1,016</b>	<b>1,010</b>	<b>1,124</b>	<b>906</b>	<b>725</b>

Source: [www.city-data.com](http://www.city-data.com).

Table 5-16 shows the total permitted single-family and multifamily dwellings (aggregated) by year between 2000 and 2007 for selected Lane County cities. Table 5-16 shows that Eugene consistently issues permits for the most multifamily units among the cities shown, whereas Oakridge, Veneta, Junction City and Creswell only issue permits for the occasional multifamily unit. Springfield typically issues permits for around 50 multifamily units each year, although it issued permits for 133 units in 2005.



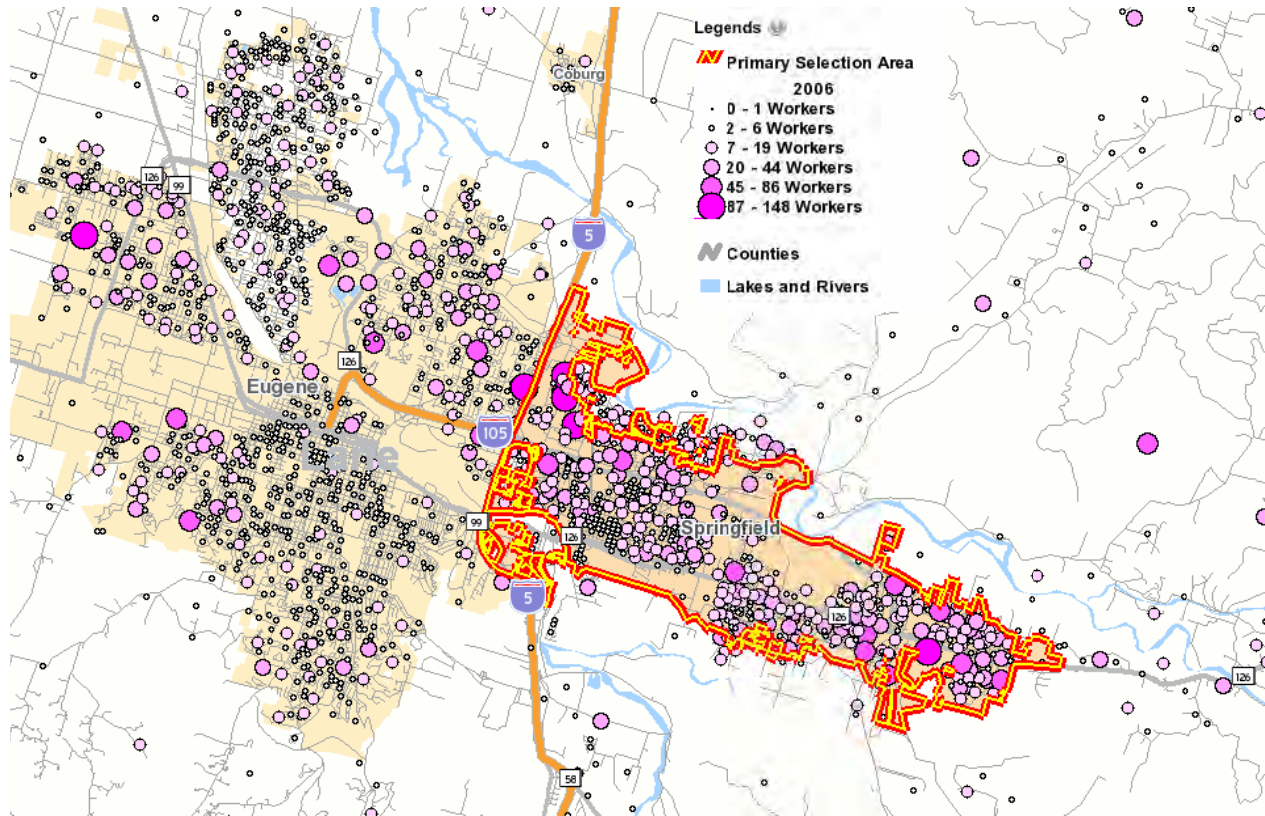
**Table 5-16. Total permitted single-family and multifamily dwellings (aggregated) by year, selected Lane County cities, 2000-2007**

<b>City</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
<b>Eugene</b>								
Single family	619	633	673	559	583	756	528	297
Multifamily	125	127	155	52	293	571	203	258
<b>Springfield</b>								
Single family	222	225	243	232	128	98	134	170
Multifamily	52	47	47	92	36	133	77	95
<b>Coburg</b>								
Single family	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Multifamily	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Creswell</b>								
Single family	26	67	80	91	133	60	56	84
Multifamily	0	0	2	2	20	2	0	0
<b>Cottage Grove</b>								
Single family	29	17	15	19	34	70	39	22
Multifamily	0	0	13	49	10	16	14	10
<b>Junction City</b>								
Single family	15	12	12	13	10	13	8	78
Multifamily	0	0	0	0	0	0	0	0
<b>Veneta</b>								
Single family	11	24	43	96	112	117	128	62
Multifamily	0	0	0	0	0	0	0	0
<b>Oakridge</b>								
Single family	1	2	1	0	8	4	9	11
Multifamily	0	2	0	0	0	0	0	2

Source: U.S. Census, Building permits data site, <http://censtats.census.gov/bldg/bldgprmt.shtml>

Figure 5-2 and Table 5-17 show where residents of Springfield worked in 2006. Figure 5-2 and Table 5-17 show that more than 80% of residents of Springfield worked in Lane County, with 26% of Springfield residents working in Eugene and 28% working in Springfield. About 27% of Springfield residents worked in unincorporated Lane County.

**Figure 5-2. Places where residents in Springfield were employed, 2006**



Source: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2003)

**Table 5-17. Places where residents of Springfield were employed, 2003**

Location	Number	Percent
Lane County	18,706	81%
Springfield	6,512	28%
Eugene	6,034	26%
Other Lane County	6,160	27%
Linn County	641	3%
Washington County	619	3%
Multnomah County	488	2%
Marion County	468	2%
Douglas County	463	2%
All Other Locations	1,837	8%
<b>Total</b>	<b>23,222</b>	<b>100%</b>

Source: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2003)

Note: Percent column adds to 101% due to rounding errors

The implication of the data presented in this section is that majority of Springfield’s workforce lives in Lane County, but many do not reside in the City of Springfield. Residents of Springfield are more likely to work in Eugene than in

Springfield. This analysis shows that businesses in Springfield have access to the labor force in parts of Lane County.

## **SUMMARY OF KEY DEMOGRAPHIC AND HOUSING TRENDS**

### **Springfield has a larger share of young people than Lane County as a whole**

- Springfield has a higher percentage of people under age 30 than Lane County.
- Between 2000 and 2006, Lane County experienced changes in the age structure of its residents. Age groups under age 25 experienced negative growth; the fastest growing age groups were people aged 45 to 64 and 65 and over. This indicates that retirees or people nearing retirement are moving to Lane County; Springfield's share of young people shows that its age structure is experiencing different age trends.

### **Migration is an important component of recent growth in Lane County and will continue to be a key factor in future population growth.**

- In-migration accounted for 73% of population growth in Lane County between 1990 and 2000 and between 2000 and 2005.
- Springfield's population was more mobile than the County's as a whole. Only 41% of the residents of Springfield lived in the same house in 2000 as they did in 1995 compared to 47% for all of Lane County. A greater share of the population in Springfield moved within Lane County during that time period (38%) than for Lane County as a whole (31%).

### **Single-person households are increasing faster than other household types.**

- Between 1990 and 2005/07 one-person households increased from 25% to 30% of Springfield households. A corresponding decrease in share occurred in two or more person households, with most of the decrease in share coming from married couple family households

### **Springfield is becoming more ethnically diverse.**

- Springfield's Hispanic/Latino population grew by 168% (2,352 persons) between 1990 and 2000, compared with 111% growth in Lane County's Hispanic/Latino population during the same period.
- Other smaller communities near Springfield experienced significant growth in Hispanic/ Latino populations. The communities experiencing the largest increase in the Hispanic/ Latino populations were Eugene (3,792), Junction City (318), Cottage Grove (255), and Creswell (142).

### **Hispanic/Latino residents have larger, younger households.**

- The birth rates for Hispanic/ Latino residents (1998 data) are 24.3 per 1,000 compared to 12.3 per 1,000 for non-Hispanic/ Latino residents.
- Hispanic/ Latino residents accounted for 17.4% of births and only 1.4% of deaths in Oregon in 2001.
- In 2000, 75.9% of Hispanic/ Latino Oregonians are under 35 compared to 45.7% of non-Hispanic/ Latino residents.
- The average size of a Hispanic/Latino household in 2000 in Lane County was 3.2 people, compared with 2.4 people in non-Hispanic households. Household sizes in Springfield were larger: 2.5 for non-Hispanic households and 3.5 for Hispanic/ Latino households.

### **Hispanic/Latino residents typically have lower incomes but become homeowners at younger ages than non-Hispanic/ Latino residents.**

- Per capita income in Oregon in 2005 for Hispanic and Latino residents was only 44% of white per capita income/
- 56.7% of Hispanic/ Latino residents of Oregon under age 45 are homeowners, compared to 30.8% of non-Hispanic/ Latino residents

### **Springfield is part of a complex, interconnected regional housing market.**

- Among selected Lane County cities, Springfield has the third-highest permit average permit valuation for 2005 (behind Coburg and Eugene) and average construction costs for 2005 were highest in Springfield.
- However, median sales prices for Springfield were lower between 1999 and 2007 than median prices in Lane County, and Springfield had the lowest median sales prices in 2007 among all of the selected cities.
- Commuting is typical throughout the region: Springfield's workforce lives in Lane County, but many do not reside in the City of Springfield.

### **Since 2000, housing starts in the selected cities within Lane County have been dominated by single-family types.**

- The data show that new housing development in the 2000-2007 period was predominately single-family housing types. In fact, only 32% of all units for which building permits were issued in the 2000-2007 were for multifamily housing types.
- Springfield's number of permits issued for single-family dwellings remained consistently above 220 between 1998 and 2003, and dropped to below 135 per year between 2004 and 2007.

## **Housing types are trending towards larger units on smaller lots.**

- Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007.
- In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.
- Even when controlling for income and savings, level of education, age, marital status, family size, the housing market in which the unit was located [and other factors], compared to whites both black families and Hispanic families had significantly lower likelihood of homeownership, lower house values (for owners) and lower rents (for renters).<sup>16</sup>
- Minority households have substantially lower rents than white households.<sup>17</sup>
- Hispanic households, particularly low-income families, have higher levels of mortgage debt than do white households, although their house values are lower than whites. This suggests a substantial difference in borrowing or loan terms for Hispanics.<sup>18</sup>

## **IMPLICATIONS OF DEMOGRAPHIC AND HOUSING TRENDS FOR HOUSING NEED**

The purpose of the analysis thus far has been to give some background on the kinds of factors that influence housing choice, and in doing, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult and prone to inaccuracies.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged 20 to 34. People in that age group will also have, on average, less income than people who are older. They are less likely to have children. All of these factors mean that younger households are much more likely to be renters; renters are more likely to be in multi-family housing.

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<sup>16</sup> Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

<sup>17</sup> Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

<sup>18</sup> Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

The data illustrate what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors, on the one hand, and housing choice, on the other, is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never marrieds," the "dinks" (dual-income, no kids), the "empty nesters."<sup>19</sup> Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Thus, one is ultimately left with the need to make a qualitative assessment of the future housing market. Following is a discussion of how demographic and housing trends are likely to affect housing in Springfield for the next 20-years:

- *On average, future housing will look a lot like past housing.* That is the assumption that underlies any trend forecast, and one that allows some quantification of the composition of demand for new housing. As a first approximation, the next five years, and maybe the first 10 years, of residential growth will look a lot like the last five years.
- *If the future differs from the past, it is likely to move in the direction (on average) of smaller units and more diverse housing types.* Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. In summary, smaller households, an aging population, increasing housing costs, and other variables are factors that support the conclusion of smaller and less expensive units and a broader array of housing choices.
- *No amount of analysis is likely to make the long-run future any more certain: the purpose of the housing forecasting in this study is to get an approximate idea about the long run so policy choices can be made today.* It is axiomatic among economic forecasters that any economic forecast more than three (or at most five) years out is highly speculative. At one year one is protected from being disastrously wrong by the shear inertia of the economic machine. But a variety of factors or events could cause growth forecasts to be substantially different.

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<sup>19</sup> See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

**STEP 4: DETERMINE THE TYPES OF HOUSING THAT ARE LIKELY TO BE AFFORDABLE TO THE PROJECTED POPULATION BASED ON HOUSEHOLD INCOME**

Step four of the housing needs assessment results in an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. ECO developed these estimates based on estimated incomes of households that live in Springfield.

**INCOME AND AFFORDABILITY OF HOUSING**

This section summarizes regional and local income trends and housing cost trends. Income is one of the key determinants in housing choice and households' ability to afford housing. A review of historical income and housing price trends provides insights into the local and regional housing markets.

Table 5-18 shows a set of inflation adjusted income indicators for Eugene, Springfield and Lane County. The results paint a mixed picture, but generally suggest that income (by most measures) decreased during the 1980s, and increased during the 1990s. Overall, median household and median family incomes remained relatively flat during the 20-year period between 1979 and 1999.

The data show that the percentage of persons below the poverty level increased in Springfield and Lane County, and decreased slightly in Eugene between 1979 and 1999.

**Table 5-18. Inflation adjusted income indicators (in 1999 dollars), Eugene, Springfield and Lane County, 1979, 1989, and 1999**

City	Year		
	1979	1989	1999
<b>Eugene</b>			
Median HH income	\$34,493	\$34,248	\$35,850
Median Family income	\$46,960	\$46,107	\$48,527
Per Capita Income	\$18,029	\$18,746	\$21,315
% Persons Below Poverty Level	14.7%	17.0%	14.4%
<b>Springfield</b>			
Median HH income	\$34,248	\$29,608	\$33,031
Median Family income	\$38,981	\$34,332	\$38,399
Per Capita Income	\$14,676	\$13,800	\$15,616
% Persons Below Poverty Level	15.2%	16.5%	17.1%
<b>Lane County</b>			
Median HH income	\$37,521	\$34,112	\$36,942
Median Family income	\$44,920	\$41,530	\$45,111
Per Capita Income	\$16,837	\$16,970	\$19,681
% Persons Below Poverty Level	12.8%	14.5%	17.9%

Source: U.S. Census.

Notes: All dollar amounts in 1999 dollars. 1979 income converted to 1999 dollars using 3.06 inflation factor. 1989 income converted to 1999 dollars using 1.35 inflation factor.

A typical standard used to determine housing affordability is that a household should pay no more than 30% of its total monthly household income for housing, including utilities. According to the U.S. Census, nearly 19,000 households in the region—about one-third—paid more than 30% of their income for housing in 2000.

One way of exploring the issue of financial need is to review wage rates and housing affordability. Table 5-19 shows an analysis of affordable housing wage and rent gap for households in Springfield at different percentages of median family income (MFI). The data are for a typical family of four. The results indicate that a household must earn about \$14.00 an hour to afford a two-bedroom unit according to HUD's market rate rent estimate.

**Table 5-19. Analysis of affordable housing wage and rent gap by HUD income categories, Eugene-Springfield, 2007**

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
Less than \$10,000	2,240	12%	\$0 to \$250	\$0 to \$25,000	33	706	(1,501)	
\$10,000 to \$14,999	1,574	8%	\$250 to \$375	\$25,000 to \$37,000	14	825	(735)	
\$15,000 to \$24,999	3,254	17%	\$375 to \$625	\$37,500 to \$62,500	172	6,523	3,441	2007 HUD FMR studio: \$478; 1 bdrm: \$581; 2 bdrm: \$654
\$25,000 to \$34,999	2,870	15%	\$625 to \$875	\$62,500 to \$87,500	1,019	959	(892)	HUD FMR 2 bdrm: \$735
\$35,000 to \$49,999	3,625	19%	\$875 to \$1,250	\$87,500 to \$125,000	4,791	152	1,318	HUD FMR 3 bdrm: \$1028
\$50,000 to \$74,999	3,476	18%	\$1,250 to \$1,875	\$125,000 to \$187,500	2,938	42	(496)	
Lane County MFI: \$52,200			\$1,305	\$130,500				
\$75,000 to \$99,999	1,066	6%	\$1,875 to \$2,450	\$187,500 to \$245,000	495	9	(563)	
\$100,000 to \$149,999	573	3%	\$2,450 to \$3,750	\$245,000 to \$375,000	133	0	(440)	
\$150,000 or more	188	1%	More than \$3,750	More than \$375,000	56	0	(132)	
<b>Total</b>	<b>18,865</b>	<b>100%</b>			<b>9,650</b>	<b>9,215</b>	<b>0</b>	

Source: HUD, Oregon office; analysis by ECONorthwest  
MFI: Median family income

The total amount a household spends on housing is referred to as cost burden. Total housing expenses are generally defined to include payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

Table 5-20 shows housing costs as a percent of income by tenure for Springfield households in 2000. The data show that about 26% of Springfield households experienced cost burden in 2000. The rate was much higher for homeowners (31%) than for renters (18%). This finding is unusual for Oregon cities—it is much more common for renters to experience higher rates of cost burden.



**Table 5-20. Housing cost as a percentage of household income, Springfield, 2000**

Percent of Income	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Least than 20%	4,125	12%	11,965	64%	16,090	30%
20% - 24%	8,852	26%	1,238	7%	10,090	19%
25% - 29%	6,376	19%	1,018	5%	7,394	14%
30% - 34%	4,437	13%	989	5%	5,426	10%
35% - 49%	5,551	16%	1,338	7%	6,889	13%
50% or more	4,988	15%	2,036	11%	7,024	13%
Total	34,329	100%	18,584	100%	52,913	100%
<b>Cost Burden</b>	<b>10,539</b>	<b>31%</b>	<b>3,374</b>	<b>18%</b>	<b>13,913</b>	<b>26%</b>
<b>Severe Cost Burden</b>	<b>4,988</b>	<b>15%</b>	<b>2,036</b>	<b>11%</b>	<b>7,024</b>	<b>13%</b>

Source: 2000 Census

Table 5-21 shows a rough estimate of affordable housing cost and units by income levels for Springfield in 2000. Several points should be kept in mind when interpreting this data:

- Because all of the affordability guidelines are based on median family income, they provide a rough estimate of financial need and may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, purchasing housing as an investment, and the effect of down payments and interest rates on housing affordability.
- Households compete for housing in the marketplace. In other words, affordable housing units are not necessarily *available* to low income households. For example, if an area has a total of 50 dwelling units that are affordable to households earning 30% of median family income, 50% of those units may already be occupied by households that earn more than 30% of median family income.

The data in Table 5-21 indicate that in 2000:

- About 20% of Springfield households could not afford a studio apartment according to HUD's estimate of \$478 as fair market rent;
- Approximately 45% of Springfield households could not afford a two-bedroom apartment at HUD's fair market rent level of \$735;
- A household earning median family income (\$52,200) could afford a home valued up to about \$130,500.

**Table 5-21. Rough estimate of housing affordability, Springfield, 2000**

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
Less than \$10,000	2,240	11.9%	\$0 to \$250	\$0 to \$25,000	33	706	-1,501	
\$10,000 to \$14,999	1,574	8.3%	\$250 to \$375	\$25,000 to \$37,000	14	825	-735	
\$15,000 to \$24,999	3,254	17.3%	\$375 to \$625	\$37,500 to \$62,500	172	6,523	3,441	2007 HUD FMR studio: \$478; 1 bdrm: \$581; 2 bdrm: \$654
\$25,000 to \$34,999	2,870	15.2%	\$625 to \$875	\$62,500 to \$87,500	1,019	959	-893	HUD FMR 2 bdrm: \$735
\$35,000 to \$49,999	3,625	19.2%	\$875 to \$1,250	\$87,500 to \$125,000	4,791	152	1,318	HUD FMR 3 bdrm: \$1028
\$50,000 to \$74,999	3,476	18.4%	\$1,250 to \$1,875	\$125,000 to \$187,500	2,939	42	-495	
Lane County MFI: \$52,200			\$1,305	\$130,500				
\$75,000 to \$99,999	1,066	5.7%	\$1,875 to \$2,450	\$187,500 to \$245,000	495	9	-563	
\$100,000 to \$149,999	573	3.0%	\$2,450 to \$3,750	\$245,000 to \$375,000	133	0	-440	
\$150,000 or more	188	1.0%	More than \$3,750	More than \$375,000	56	0	-132	
Total	18,866	100.0%			9,651	9,215	0	

Sources: 2000 Census, HUD Section 8 Income Limits, HUD Fair Market Rent. Based on Oregon Housing & Community Services. Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives*, 1993.  
Notes: FMR-Fair market rent

The conclusion based on the data presented in Table 5-21 is that in 2000 Springfield had a significant deficit of more than 2,200 affordable housing units for households that earn less than \$15,000 annually. Housing prices have increased significantly in the past five years; the affordability gap for lower income households has probably increased considerably. The next section examines changes in housing cost since 2000.

### Changes in housing cost

According to the Office of Federal Housing Enterprise Oversight, the average sales price of a single-family home in the Eugene-Springfield MSA increased 229% between 2000 and 2006. A key concern expressed by the City was that the housing needs analysis and runs of the HCS housing needs model reflect recent trends in the regional housing market. To quantify these trends, ECO analyzed data from two sources: (1) sales data from the Lane County Assessor; and (2) rental data from Duncan & Brown, an Eugene-based real estate analysis firm that conducts rent surveys for the Metropolitan Region.

The sales database provided to ECO by the City of Springfield included 34,680 property sales.<sup>20</sup> For purposes of comparison, the database included Creswell, Cottage Grove, Eugene, Junction City, Springfield, and Veneta.

Table 5-22 shows sales prices for single-family dwellings for Lane County and Springfield between 1999 and 2006. Table 5-22 shows that Springfield median sales prices have been lower than median sales prices in Lane County over the entire time period. Median sales prices also increased at a slower rate in Springfield; percent change in median sales prices between 1999 and 2006 for Lane County was 73%; in Springfield it was 64%. Sales prices for single-family dwellings peaked in 2007 and had declined to about \$175,000 by the first quarter of 2009.

<sup>20</sup> The sales data was obtained through queries of the Regional Land Information Database (www.rlid.org).

**Table 5-22. Sales price for single-family dwellings, Lane County and Springfield, 1999-2006**

Year	Lane County			Springfield		
	# of Sales	Average Sales Price	Median Sales Price	# of Sales	Average Sales Price	Median Sales Price
1999	3,940	140,564	127,900	843	118,520	112,745
2000	3,171	144,142	129,900	687	119,152	112,750
2001	3,808	149,252	133,000	881	122,700	118,450
2002	4,291	156,603	138,165	886	129,432	121,900
2003	4,761	168,780	149,000	1,042	135,719	128,000
2004	5,092	183,497	162,500	1,112	149,082	137,900
2005	5,326	222,835	194,000	1,157	177,260	165,000
2006	4,291	249,438	221,000	973	201,000	185,000
<b>Change 1999-2006</b>						
Number	351	108,874	93,100	130	82,480	72,255
Percent	9%	77%	73%	15%	70%	64%

Source: RLID, Analysis by ECONorthwest

Table 5-23 shows the average and median sales prices for single-family dwellings in selected Lane County cities between 1999 and 2006. Table 5-23 shows that median sales prices increased throughout the county during this period. In 2006, the highest median sales prices were in Eugene, the rest of the county, and Creswell. Lowest median sales prices in 2006 were in Springfield and Junction City. Prices increased the most in Creswell (87%) and Eugene (80%). Prices increased the least in Springfield (64%) and Junction City (67%).

**Table 5-23. Average and median sales price, single-family dwellings, Lane County cities, 1999-2006**

City	Year								Increase (1999-2006)	
	1999	2000	2001	2002	2003	2004	2005	2006	Dollars	Percent
<b>Median Sales Price</b>										
Cottage Grove	112,000	103,500	109,750	110,000	120,000	128,000	157,000	195,000	83,000	74%
Creswell	112,500	118,000	109,000	121,750	125,000	142,500	180,750	210,500	98,000	87%
Eugene	136,900	140,000	143,500	149,900	163,000	179,900	215,000	247,000	110,100	80%
Junction City	113,250	112,500	115,150	119,638	120,750	138,000	162,000	189,000	75,750	67%
Springfield	112,745	112,750	118,450	121,900	128,000	137,900	165,000	185,000	72,255	64%
Veneta	115,250	110,000	112,000	119,950	126,500	139,500	173,635	200,000	84,750	74%
Rest of County	111,000	108,750	110,000	121,250	127,750	160,000	212,500	216,000	105,000	95%
<b>Average Sales Price</b>										
Cottage Grove	118,112	106,767	113,150	116,152	122,298	134,854	168,828	193,157	75,045	64%
Creswell	115,662	121,697	114,497	130,475	129,891	162,095	200,008	223,307	107,645	93%
Eugene	152,872	159,920	165,366	173,351	188,484	202,750	246,272	275,674	122,802	80%
Junction City	120,218	116,282	120,164	131,761	130,170	149,294	169,287	191,574	71,356	59%
Springfield	118,520	119,152	122,700	129,432	135,719	149,082	177,260	201,000	82,480	70%
Veneta	121,039	111,754	111,961	118,976	134,297	148,313	178,916	213,220	92,181	76%
Rest of County	124,741	120,724	136,013	134,572	152,744	181,894	234,178	246,311	121,570	97%

Source: RLID, Analysis by ECONorthwest

Table 5-24 shows the median contract rent for Lane County cities. The highest median contract rents from the 2000 Census were in Eugene and Springfield. The lowest median contract rents were in Oakridge and Creswell.

**Table 5-24. Median contract rent, Lane County cities, 1999**

<b>Location</b>	<b>Rent</b>
Eugene	\$ 566
Springfield	\$ 518
Veneta	\$ 502
Coburg	\$ 498
Junction City	\$ 491
Cottage Grove	\$ 456
Creswell	\$ 417
Oakridge	\$ 384

Source: US Census 2000

Vacancy rates have generally decreased in Eugene-Springfield rental market since 2000. Vacancy rates for studio, 1- and 2-bedroom apartments all decreased from between 4.1-4.7% to between 1.1-2.1% between fall 2000 and 2006. Apartment rents have remained relatively stable, increasing between 4% and 10% between 2000 and 2005.<sup>21</sup>

Table 5-25 shows average monthly cost of rental units in Springfield for the 2000 to 2005 period. Rental units were separated into two categories: (1) units built prior to 1988 and (2) units built since 1988. The majority of Springfield's units were built prior to 1988.

Rents increased based on the number of bedrooms. Rents ranged from \$392 for a studio unit in 2000 to \$646 for a three-bedroom unit in 2004. Rents for units with a similar number of bedrooms were higher for newer units. For instance, the average rental cost of a two-bedroom unit built prior to 1988 was \$529 compared to \$620 for a two-bedroom unit built since 1988, a difference of \$91 per month.

Over the six-year period, rents increased by between \$19 and \$56 per month. Monthly rental costs of two-bedroom units had the largest increases, \$34 per month for older units and \$56 per month for newer units. Rent for studio, one-bedroom, and three-bedroom units increased all increased by about \$20 per month.

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<sup>21</sup> Duncan & Brown Apartment Report. Fall 2000-Fall 2006. Daniel J. Puffinburger, Corey S. Dingman, Duncan & Brown Real Estate Analysts

**Table 5-25. Average rental monthly costs by unit type, Springfield, 2000 to 2005**

Year	Units Built Prior to 1988				Units Built Since 1988			
	One		Two	Three	One		Two	Three
	Studio	Bedroom	Bedrooms	Bedrooms	Studio	Bedroom	Bedrooms	Bedrooms
2000	\$392	\$428	\$514	\$594	--	--	\$588	--
2001	\$394	\$423	\$523	\$601	--	--	\$583	--
2002	\$389	\$431	\$526	\$619	--	\$575	\$615	--
2003	\$386	\$438	\$531	\$600	\$550	\$550	\$642	--
2004	\$388	\$437	\$533	\$633	--	\$575	\$646	--
2005	\$414	\$447	\$548	\$615	--	\$575	\$644	--
<b>Change 2000 to 2005</b>								
Amount	\$22	\$19	\$34	\$21	--	--	\$56	--
Percent	5.6%	4.4%	6.6%	3.5%	--	--	9.5%	--
AAGR	1.10%	0.87%	1.29%	0.70%	--	--	1.84%	--

Source: Duncan & Brown Apartment Rent Report, 2000 to 2005; Calculations by ECONorthwest  
 Note: Blank values indicate that there were too few units in the survey to include in the summary.

Table 5-26 shows a comparison of change in rental costs during the 2000 to 2005 period for Springfield and Eugene. Rental costs were higher in Eugene than in Springfield. The difference in rental costs for all units, regardless when they were built, ranged from \$39 per month for a studio unit to \$211 per month for a three-bedroom unit, increasing with the number of bedrooms.

The difference in average rental costs was greater for newer and larger units. Newer one-bedroom units cost an average of \$74 per month more to rent in Eugene than Springfield. Newer two-bedroom units cost an average of \$166 more to rent in Eugene than Springfield.

**Table 5-26. Comparison of average rental monthly costs by unit type, Springfield and Eugene, 2000 to 2005**

	Studio	One Bedroom	Two Bedrooms	Three Bedrooms
<b>Springfield</b>				
Built prior to 1988	\$394	\$434	\$529	\$610
Built since 1988	--	\$569	\$620	--
All rentals	\$416	\$488	\$574	\$610
<b>Eugene</b>				
Built prior to 1988	\$400	\$483	\$611	\$719
Built since 1988	\$623	\$645	\$786	\$924
All rentals	\$456	\$564	\$699	\$822
<b>Difference (Eugene minus Springfield)</b>				
Built prior to 1988	\$6	\$49	\$82	\$109
Built since 1988	--	\$76	\$166	--
All rentals	\$40	\$74	\$124	\$211

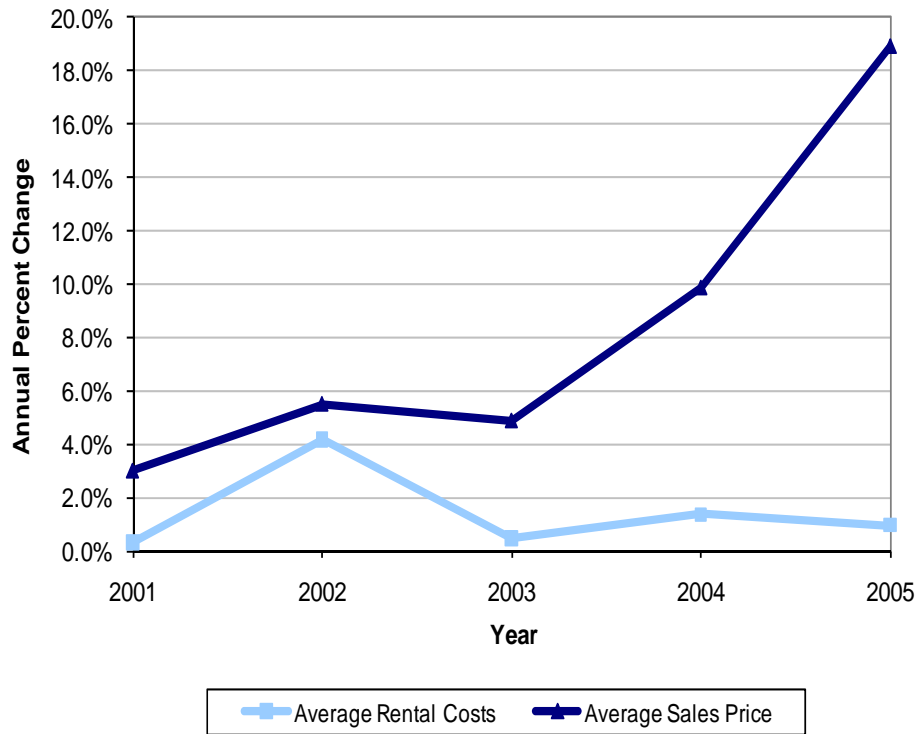
Source: Duncan & Brown Apartment Rent Report, 2000 to 2005; Calculations by ECONorthwest  
 Note: Blank values indicate that there were too few units in the survey to include in the summary.

Figure 5-4 shows a comparison of change in average rental costs and average sales price in Springfield between 2000 and 2005. Over the five-year period average sales price increased by 46%, compared to a 7% change in average rental

costs. The greatest increases in average sales price occurred since 2003, while average rental costs remained relatively flat since 2003.

Since 2005, average sales prices have continued increasing at a faster rate than average rental costs. The increase in average sales price in Springfield between 2005 and 2006 was about 13%. According to the Fall 2006 Duncan & Brown Apartment Report, changes in average rental costs in Springfield were comparable to increases in recent years.<sup>22</sup>

**Figure 5-4. Comparison of annual change in average rental costs and average sales price, Springfield, 2000 to 2005**



Source: Duncan & Brown Apartment Rent Report, 2000 to 2005; RLID; Calculations by ECONorthwest

The analysis of housing starts, sales prices, and rents presented in this section leads us to several conclusions:

- The housing market peaked in 2007 and sales prices declined in 2008 and the first quarter of 2009. Springfield single-family housing starts have declined since 2003. The overall number of permits for new single-family residences issued regionwide has remained remarkably stable;

<sup>22</sup> The Fall 2006 Duncan & Brown Apartment Report did not present average rent by unit type like they did in previous reports. As a result, we were not able to include 2006 average rents in this analysis.

- New construction costs are higher than regional averages. Springfield’s permit valuations and construction costs have generally been on or near the middle or towards the high end compared with selected Lane County cities;
- Price increases are lower than in other cities. Springfield’s median sales prices for single-family dwellings have increased the smallest amount compared with selected Lane County cities;
- Single-family development has dominated new construction. Multi-family dwelling units do not make up a high percentage of units constructed in Springfield and other selected Lane County cities;
- Sales prices increased much faster than rental rates. Over the five-year period between 2000 and 2005 average sales price increased by 46%, compared to a 7% change in average rental costs.

The implications of the data shown above are that ownership costs increased much faster than rents and incomes, but declined as the housing bubble burst in 2008. Table 5-27 underscores this trend for the Eugene-Springfield MSA.<sup>23</sup> Between 1990 and 2000, incomes increased about 46% while median owner value increased 115%. Rents increased 44%—about the same as incomes. Since 2000, the data show housing costs have increased faster than incomes. The owner values include all units in the MSA; the sales data presented earlier in this section suggest that owner costs have increased much faster than the Census data suggest. Finally, the results show that the median owner value was 2.6 times median household income—a figure that increased to 4.7 by 2005.

**Table 5-27. Comparison of income, housing value, and gross rent, Eugene-Springfield MSA, 1990, 2000, and 2005**

Indicator	1990	2000	2005	Change	
				1990-2000	2000-2005
Median HH Income	\$25,268	\$36,942	\$37,290	46%	1%
Median Family Income	\$30,763	\$45,111	\$49,555	47%	10%
Median Owner Value	\$65,600	\$141,000	\$173,600	115%	23%
Median Gross Rent	\$418	\$604	\$683	44%	13%
Percent of Units Owned	61%	62%	63%		
<b>Housing Value/Income</b>					
Median HH Income	2.6	3.8	4.7		
Median Family Income	2.1	3.1	3.5		

Source: U.S. Census of Population and Housing, 1990 and 2000; American Community Survey, 2005

In summary, the data indicate that homeownership is increasingly expensive in Springfield and that the cost of homeownership is prohibitive for low- and

<sup>23</sup> 2005 data from the American Community Survey is not available for Springfield.

moderate-income households. The data indicate that homeownership rates in the Metropolitan area and Springfield have increased, despite the rapid increase in sales prices. This is probably due in large part to a much broader array of financing options available to households than existed previously.

## STEP 5: ESTIMATE THE NUMBER OF ADDITIONAL NEEDED UNITS BY STRUCTURE TYPE AND TENURE<sup>24</sup>

Step five of the housing needs assessment results in an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. ECO developed these estimates based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The next step in the analysis is to relate income levels to tenure and structure type. Table 4-3 showed tenure by structure type from the 2000 Census. Table 5-28 shows an estimate of needed housing by structure type and tenure for the 2010-2030 planning period. The housing needs analysis suggests that a higher percentage of multifamily units will be needed, thus, the housing mix changes from approximately 63% single-family/37% multifamily during the 1999-July 2008 period to 60% single-family/40% multifamily.<sup>25</sup> The housing needs analysis also suggests the City will see a higher rate of homeownership in the future. Thus, the tenure split is increased from 54% owner-occupied/46% renter occupied to 57% owner-occupied/43% renter occupied.

**Table 5-28. Estimate of needed dwelling units by type and tenure, Springfield, 2010-2030**

Housing Type	Owner-Occupied		Renter-Occupied		Total	
	New DU	Percent	New DU	Percent	New DU	Percent
<b>Needed Units, 2010-2030</b>						
<b>Single-family types</b>						
Single-family detached	2,756	81%	353	14%	3,109	52%
Manufactured in Parks	54	2%	6	0%	60	1%
Single-family attached	343	10%	75	3%	419	7%
Subtotal	3,153	92%	435	17%	3,587	60%
<b>Multi-family</b>						
Multifamily	256	8%	2,136	83%	2,392	40%
Subtotal	256	8%	2,136	83%	2,392	40%
<b>Total</b>	<b>3,409</b>	<b>100%</b>	<b>2,571</b>	<b>100%</b>	<b>5,980</b>	<b>100%</b>

<sup>24</sup> Note: Manufactured dwellings are a permitted use in all residential zones that allow 10 or fewer dwellings per net buildable acre. As a result, Springfield is not required to estimate the need for manufactured dwellings on individual lots per OAR 660-024-0040 (7) (c).

<sup>25</sup> Single-family attached dwellings typically achieve densities closer to multifamily housing types. If these higher density housing types are included with multifamily, the housing mix is 53% lower density, and 47% higher density types.



The analysis (Table 5-28) indicated that Springfield needs 5,980 new dwelling units for the 2010-2030 period. The next step in estimating units by structure type is to evaluate income as it relates to housing affordability. Table 5-29 shows an estimate of needed dwelling units by income level for the 2010-2030 period. The analysis uses market segments consistent with HUD income level categories. The analysis shows that about 49% of households in Springfield could be considered high or upper-middle income in 2007 and that about 49% of the housing need in the 2010-2030 period will derive from households in these categories.

**Table 5-29. Estimate of needed dwelling units by income level, Springfield, 2010-2030**

Market Segment by Income	Income range	Number of Households	Percent of Households	Financially Attainable Products		
				Owner-occupied	Renter-occupied	
High (120% or more of MFI)	\$68,640 or more	1,822	30%	All housing types; higher prices	All housing types; higher prices	↑ Primarily New Housing
Upper Middle (80%-120% of MFI)	\$45,760 to \$68,640	1,141	19%	All housing types; lower values	All housing types; lower values	
Lower Middle (50%-80% of MFI)	\$28,600 to \$45,760	1,296	22%	Manufactured on lots; single-family attached; duplexes	Single-family attached; detached; manufactured on lots; apartments	↓ Primarily Used Housing
Low (30%-50% or less of MFI)	\$17,160 to \$28,600	756	13%	Manufactured in parks	Apartments; manufactured in parks; duplexes	
Very Low (Less than 30% of MFI)	Less than \$17,160	965	16%	None	Apartments; new and used government assisted housing	

Source: ECONorthwest

## **STEP 6: DETERMINE THE NEEDED DENSITY RANGE FOR EACH PLAN DESIGNATION AND THE AVERAGE NEEDED NET DENSITY FOR ALL DESIGNATIONS**

This section summarizes the forecast of needed housing units in Springfield for the period 2010-2030. Table 5-30 shows the forecast of needed housing units in Springfield for the period 2010-2030. Springfield makes the following findings in support of the density assumptions used in Table 5-30:

- Springfield had an average residential density of 6.6 dwelling units per net acre or about 6,600 square feet of land per dwelling unit between 1999 and 2008 (Table 4-5). Average single-family detached density was 5.4 units per net acre. Manufactured homes averaged 4.6 dwelling units per net

acre, while all multifamily housing types averaged 11.1 dwelling units per net acre.

- National homeownership rates increased to nearly 70% in 2006 before declining as the housing bubble burst. The homeownership rate in Springfield in 2000 was considerably lower at 54%. It is the policy of the City to provide homeownership opportunities to Springfield residents.
- National trends are towards larger units (both single-family and multifamily) on smaller lots.
- More than 28% of dwelling units in Springfield in 2000 were multifamily types.
- The “needed” density for single-family dwellings in the housing needs analysis is 5.5 dwelling units per net acre. This assumption is a slight increase over the historical density of 5.4 dwellings per net acre for single-family detached units. Increasing the average density of single-family detached dwellings should result in the provision of more affordable single-family detached units as a result of decreased lot sizes.
- Topography, lot configurations, and other factors typically reduce land use efficiency. The achieved density may be lower for single-family detached dwellings in areas with slopes.
- The City assumes an average multifamily density of 18.0 dwellings per net acre or a land area of about 2,420 square feet per dwelling unit. This assumption is an increase of about 62% over historical density of 11.1 dwellings per net acre for all multifamily types.
- The City assumes an average density for all housing types of 7.9 dwelling units per net acre. This is an increase of about 20% over the historical density of 6.6 dwelling units per net acre.

In summary, the City assumes that average densities will increase significantly (by about 20% over average historical densities) during the planning period, that ownership rates will increase, and that an increasing percentage of households will choose single-family attached housing types. These assumptions are consistent with the housing needs analysis presented in this chapter. These findings support the City’s overall density assumption of 7.9 dwelling unit per net acre.

The forecast indicates that Springfield will need about 752 net residential acres, or about 927 gross residential acres to accommodate new housing between 2010 and 2030. The forecast results in an average residential density of 7.9 dwelling units per net residential acre and of 6.3 dwelling units per gross residential acre. This represents a 20% increase in density over the historical average of 6.6 dwelling units per net acre.

**Table 5-30. Forecast of new dwelling units and land needed by type, Springfield 2010-2030**

Housing Type	New DU	Percent	Density (DU/net res ac)	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res ac)
<b>Needed Units, 2010-2030</b>							
<b>Single-family types</b>							
Single-family detached	3,109	52%	5.5	565	20%	707	4.4
Manufactured in parks	60	1%	8.0	7	18%	9	6.6
Single-family attached	419	7%	9.0	47	15%	55	7.7
Subtotal	3,588	60%	5.8	619		770	4.7
<b>Multi-family</b>							
Multifamily	2,392	40%	18.0	133	15%	156	15.3
Subtotal	2,392	40%	18.0	133		156	15.3
<b>Total</b>	<b>5,980</b>	<b>100%</b>	<b>7.9</b>	<b>752</b>		<b>927</b>	<b>6.5</b>

Source: ECONorthwest

Table 5-31 provides an allocation of housing units by Springfield’s three residential plan designations. Dwelling units were allocated to plan designations based, in part, on historic development trends within each plan designation and on the type of development allowed in each plan destination. Table 5-31 also provides an estimate of the gross acres required in each designation to accommodate needed housing units for the 2010-2030 period. The acreages are based on the gross density assumptions shown in Table 5-30. The residential land needs presented in Table 5-31 may change based on policy decisions related to land use efficiency measures, which may result in increased or decreased land need.

Based on the housing needs analysis, dwellings have been allocated by plan designation and type:

- The overall needed housing mix is 60% single-family (including manufactured and single-family attached units) and 40% multifamily.
- The density assumptions increase by plan designations as shown in Table 5-30.
- Fifty-eight percent of needed dwelling units will locate in the Low Density residential designation, which allows single-family detached and manufactured homes. This designation also allows duplex, single-family attached, and some multifamily dwellings in conjunction with discretionary review.
- Thirty percent of needed dwellings will locate in the Medium Density residential designation, which allows single-family detached, single-family attached, manufactured home parks, townhomes, duplexes, and multifamily dwellings.
- Twelve percent of needed dwelling units will locate in High Density or Mixed-Use residential designations, which allow single-family detached,

townhomes, manufactured (single detached and manufactured home parks), duplexes, and multifamily.

- Manufactured units in parks will locate in the Low-Density plan designation.

**Table 5-31. Allocation of needed housing units by plan designation, Springfield 2010-2030**

Housing Type	Plan Designation							
	Low Density		Medium Density		High Density/ Mixed-Use		Total	
	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac
<b>Single-family</b>								
Single-family detached	3,229	734	0	-	0	-	3,229	734
Manufactured in parks	60	9	0	-	0	-	60	9
Single-family attached	179	23	299	39	0	-	478	63
<b>Subtotal</b>	<b>3,468</b>	<b>766</b>	<b>299</b>	<b>39</b>	<b>0</b>	<b>-</b>	<b>3,767</b>	<b>806</b>
<b>Multi-family</b>								
Multi-family	0	-	1,495	109	718	36	2,213	145
<b>Subtotal</b>	<b>0</b>	<b>-</b>	<b>1,495</b>	<b>109</b>	<b>718</b>	<b>36</b>	<b>2,213</b>	<b>145</b>
<b>Total</b>	<b>3,468</b>	<b>766</b>	<b>1,794</b>	<b>148</b>	<b>718</b>	<b>36</b>	<b>5,980</b>	<b>950</b>
<b>Percent of Acres and Units</b>								
<b>Single-family</b>								
Single-family detached	54%	77%	0%	0%	0%	0%	54%	77%
Manufactured in parks	1%	1%	0%	0%	0%	0%	1%	1%
Single-family attached	3%	2%	5%	4%	0%	0%	8%	7%
<b>Subtotal</b>	<b>58%</b>	<b>81%</b>	<b>5%</b>	<b>4%</b>	<b>0%</b>	<b>0%</b>	<b>63%</b>	<b>85%</b>
<b>Multi-family</b>								
Multi-family	0%	0%	25%	11%	12%	4%	37%	15%
<b>Subtotal</b>	<b>0%</b>	<b>0%</b>	<b>25%</b>	<b>11%</b>	<b>12%</b>	<b>4%</b>	<b>37%</b>	<b>15%</b>
<b>Total</b>	<b>58%</b>	<b>81%</b>	<b>30%</b>	<b>16%</b>	<b>12%</b>	<b>4%</b>	<b>100%</b>	<b>100%</b>

Source: ECONorthwest

In addition to the housing types shown in Table 5-31, Springfield needs to plan for additional group quarters. The analysis assumes the City will add 145 persons in group quarters between 2010 and 2012. The City will need to add a similar number of group quarter units during this period. Assuming that group quarters achieve densities comparable to multifamily units, the City will need approximately nine gross residential acres for these units (145 divided by 15.3 units per gross acre). The majority of these units will probably be residential care facilities which are permitted as a discretionary use in the Low Density residential designation and a special use in the Medium- and High-Density designations.

# Comparison of Supply and Demand

This chapter summarizes from data and analysis presented in Chapters 2 through 5 to compare “demonstrated need” for vacant buildable land with the supply of such land currently within the Springfield UGB and city limits. Chapter 2 described the policy framework, Chapter 3 described land supply, Chapter 4 described historical development patterns, and Chapter 5 described residential land needs.

The following section estimates land needed for other uses; the chapter concludes with a comparison of land supply and land demand for the 2010-2030 time period.

## TOTAL RESIDENTIAL LAND NEED, 2010-2030

This section estimates total residential land need for the period between 2010 and 2030. In addition to land needed for new residential units, it estimates land needed for parks, public facilities, and other semi-public uses to arrive at an estimate of total need for land designated for residential purposes.

### LAND NEEDED FOR NEW RESIDENTIAL DWELLING UNITS

Chapter 5 presented estimates of land needed for new residential dwellings (see Tables 5-30 and 5-31). Table 6-1 summarizes land needed for new housing by plan designation for the 2010-2030 period. Note that group quarters is a separate category that can locate in any plan designation.

**Table 6-1. Land needed for new housing by plan designation, Springfield UGB, 2010-2030**

<b>Plan Designation</b>	<b>DU</b>	<b>Gross Ac</b>
Low-Density Residential	3,468	766
Medium-Density Residential	1,794	148
High-Density Residential/Mixed-Use	718	36
Group Quarters	145	9
<b>Total</b>	<b>6,125</b>	<b>959</b>

Source: Table 5-31

### LAND NEEDED FOR OTHER USES

Cities need to provide land for uses other than housing and employment. Public and semi-public facilities such as schools, hospitals, governments, utilities, churches, parks, and other non-profit organizations will expand as population increases. Many communities have specific standards for parks. School districts typically develop population projections to forecast attendance and need for

additional facilities. All of these uses will potentially require additional land as a city grows.

This section considers other uses that consume land and must be included in land demand estimates. Demand for these lands largely occurs independent of market forces. Many can be directly correlated to population growth. For the purpose of estimating land needed for other uses, these lands are classified into three categories:

- *Lands needed for public operations and facilities.* This includes lands for city offices and maintenance facilities, schools, state facilities, substations, and other related public facilities. Land needs are estimated using acres per 1,000 persons for all lands of these types.
- *Lands needed for parks and open space.* The estimates use a parkland standard of 14 acres per 1,000 persons based on the level of service standard established in the *Willamalane Park and Recreation Comprehensive Plan*, which projected need for parkland in Springfield between 2002 and 2022.
- *Lands needed for semi-public uses.* This includes hospitals, churches, non-profit organizations, and related semi-public uses. The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types.

Table 6-2 shows land in public and semi-public uses by type. The data show a total of 1,636 acres in public and semi public uses in the Springfield UGB in 2009. This equates to 24.8 acres per 1,000 persons.

**Table 6-2. Summary of public and semi-public land need by type, Springfield UGB, 2010-2030**

Type of Use	Acres	Assumed		
		Acres / 1000 Persons	Need (Ac/1000 Persons)	Estimated Acres 2010-2030
Government	581	8.8	3.0	44
Utilities	134	2.0	2.0	30
Parks	563	8.5	14.0	357
Schools	277	4.2	0.9	14
Church/Charities/Other	81	1.2	1.2	18
<b>Total</b>	<b>1,636</b>	<b>24.7</b>	<b>21.1</b>	<b>463</b>

Source: City of Springfield GIS data; analysis by ECONorthwest

Table 6-2 shows that there will be an additional need of about 463 acres of land for all new public and semi-public uses or 21.1 acres per 1,000 people between 2010 and 2030. The information in Table 6-1 is based on the following assumptions:

- Government land in 2007 includes a 271-acre site that is owned by the Bureau of Land Management (BLM) and the 115-acre Booth-Kelly mixed-use site. Not including these sites, Springfield has 195 acres of government land or 3.0 acres per 1,000 people. The assumed land need for 2010 to 2030 is 3.0 acres per 1,000 people, assuming that the City's land need will not include more sites like the BLM or Booth-Kelly site.
- Park land needs are based on the level-of-service established in Willamalane's parks plan of 14 acres per 1,000 persons, which will require 207 new acres of parkland. In addition, park land includes need for 150 acres of parkland for need identified in the *Park and Recreation Comprehensive Plan* and to serve residents that moved to Springfield between 2002 and 2008.<sup>26</sup>
- School land needs are based on the fact that the Springfield School District will need to add one 14 acre site in the Jasper-Natron area over the planning period.<sup>27</sup> The land need of 0.9 acres per 1,000 persons was based on population growth and the District's need for one 14 acre site.
- Land needs for utilities, recreation, and churches/charities/other are based on maintaining the same ratio of acre to population as currently exists for these land uses.

## BUILDABLE LAND INVENTORY AND CAPACITY

The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity).<sup>28</sup> This yields a total of 1,468 buildable acres.

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<sup>26</sup> According to Greg Hyde, the Planning and Development Manager with the Willamalane Park & Recreation District, Springfield has acquired 37 acres of park land between 2002 and 2008. The *Park and Recreation Comprehensive Plan* identified a deficit of 130 acres to serve population in 2002 (at the 14 acres per 1,000 person level of service). That deficit was reduced to 93 acres with the addition of the 37 acres of parkland. In addition, Springfield's population grew by 4,095 people between 2002 and 2008, resulting in an additional need for 57 acres of parkland. Together, Springfield has a need for 150 acres of parkland to serve the City's population in 2008 at the 14 acres per 1,000 person level of service.

<sup>27</sup> According to Jeff DeFranco, the Springfield Public Schools Director of Communications and Facilities, the school district has one 14-acre site that will be sold (the Rainbow (Chase) Property). The City owns a 65-acre site in East Springfield has no services. The District owns a 15-acre site in the Clear Water area that is outside of the UGB, which will be developed when there is more residential development in the area.

<sup>28</sup> Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

Table 6-3 provides an estimate of how much housing could be accommodated by those lands based on the needed densities identified in Table 5-30 after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). Total residential capacity includes capacity for redevelopment, which is assumed as 5% of needed new dwellings, or 299 dwellings. The basis for this assumption is presented in Chapter 4. Table 6-3 shows that Springfield has capacity for 9,021 dwelling units within the existing UGB.

**Table 6-3. Estimated residential development capacity, Springfield UGB, 2009**

<b>Plan Designation</b>	<b>Buildable Acres</b>	<b>Residential Capacity (DU)</b>	<b>Percent of Capacity</b>
Low Density Residential	824	5,379	60%
Medium Density Residential	95	2,718	30%
High Density Residential	16	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	299	3%
<b>Total</b>	<b>956</b>	<b>9,021</b>	<b>100%</b>

Source: City of Springfield residential BLI; analysis by ECONorthwest  
 Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

## COMPARISON AND CONCLUSIONS

Table 6-4 shows the capacity for residential development by plan designation. It also shows an estimate of lands needed for other uses (e.g., parks, schools, churches, etc.). ECO estimates Springfield will need 463 acres for other uses during the 2010-2030 period.

The results lead to the following findings:

- Springfield has an overall surplus of residential land. The Springfield UGB has enough land for 9,021 new dwelling units. The housing needs forecast projects a need for 5,980 dwelling units and 145 group quarter dwellings.
- The Low Density Residential designation has a *surplus* of approximately 72 gross acres.
- The Medium Density Residential designation has a *surplus* of approximately 18 gross acres.
- The High Density Residential designation has a *deficit* of approximately 34 gross acres.



- The total residential land *surplus* is 59 gross acres.

**Table 6-4. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030**

1	2	3	4	5	6	7	8	9
Plan Designation	Need (DU)	Capacity (DU)	Surplus/Deficit (DU)	Needed Density (DU/GRA)	Housing Land Need	Housing Surplus/Deficit	Other Residential Land Need	Total Surplus/Deficit
					(Gross Acres)	(Gross Ac)		(Gross Ac)
Low Density Residential	3,468	5,379	1,911	5	-422	422	347	75
Medium Density Residential	1,794	3,137	1,343	12	0	111	93	18
High Density Residential	718	505	-213	20	11	-11	23	-34
<b>Total</b>	<b>5,980</b>	<b>9,021</b>	<b>3,041</b>	<b>0</b>	<b>-411</b>	<b>522</b>	<b>463</b>	<b>59</b>

Source: ECONorthwest

Column Notes:

1. Plan designations
2. Needed dwellings by plan designation (table 5-30)
3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); MDR and HDR includes capacity for redevelopment.
4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
5. Needed Gross Density (from bottom of page 5)
6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
7. Surplus/deficit gross acres (negatives mean a UGB expansion). Equals Column 4 divided by Column 5
8. Other residential land need (land needed for parks, etc)
9. Total surplus/deficit. Equals column 7 minus column 8.

Note: Total Surplus/Deficit (column 9) adds to 344 acres due to rounding errors.

# Context for Assessing Housing Needs

## WHAT IS AFFORDABLE HOUSING?

The terms “affordable” and “low-income” housing are often used interchangeably. These terms, however, have different meanings:

- *Affordable housing* refers to households’ ability to find housing within their financial means. Households that spend more than 30% of their income on housing and certain utilities are considered to experience *cost burden*.<sup>29</sup> As such, any household that pays more than 30% experiences cost burden and does not have *affordable* housing. Thus, affordable housing applies to all households in the community.
- *Low-income housing* refers to housing for “low-income” households. HUD considers a household low-income if it earns 80% or less of median family income. In short, low-income housing is targeted at households that earn 80% or less of median family income.

These definitions mean that any household can experience cost burden and that affordable housing applies to all households in an area. Low-income housing targets low-income households. In other words, a community can have a housing affordability problem that does not include only low-income households.

It is important to underscore the point that many households that experience cost burden have jobs and are otherwise productive members of society. A household earning 80% of median family income in Springfield earns about \$39,000 annually—or about \$18.50 per hour for a full-time employee. The maximum affordable purchase price for a household earning \$39,000 annually is about \$120,000. Depending on household size, many of these households are eligible for government housing assistance programs.

In summary, any household can face housing affordability problems. Because they have more limited financial means, the incidence of cost burden is higher among low-income households. Statewide planning Goal 10 requires cities to adopt policies that encourage housing at price ranges commensurate with incomes. In short, state land use policy does not distinguish between households of different income levels and requires cities to adopt policies that encourage housing for all households.

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<sup>29</sup> Cost burden is a concept used by HUD. Utilities included with housing cost include electricity, gas, and water, but do not include telephone expenses.

## WHAT OBJECTIVES DO HOUSING POLICIES TYPICALLY TRY TO ACHIEVE?

The *Practice of State and Local Planning*<sup>30</sup> classifies goals that most government housing programs address into four categories:

- *Community life.* From a community perspective, housing policy is intended to provide and maintain safe, sanitary, and satisfactory housing with efficiently and economically organized community facilities to service it. In other words, housing should be coordinated with other community and public services. Although local policies do not always articulate this, they are implicit in most local government operations. Comprehensive plans, zoning, subdivision ordinances, building codes, and capital improvement programs are techniques most cities use to manage housing and its development. Local public facilities such as schools, fire and police stations, parks, and roads are usually designed and coordinated to meet demands created by housing development.
- *Social and equity concerns.* The key objective of social goals is to reduce or eliminate housing inadequacies affecting the poor, those unable to find suitable housing, and those discriminated against. In other words, communities have an obligation to provide safe, satisfactory housing opportunities to all households, at costs they can afford, without regard to income, race, religion, national origin, family structure, or disability.
- *Design and environmental quality.* The location and design of housing affect the natural environment, residents' quality of life, and the nature of community life. The objectives of policies that address design and environmental quality include neighborhood and housing designs that meet: household needs, maintain quality of life, provide efficient use of land and resources, reduce environmental impacts, and allow for the establishment of social and civic life and institutions. Most communities address these issues through local building codes, comprehensive land use plans, and development codes.
- *Stability of production.* Housing is a factor in every community's economy. The cyclical nature of housing markets, however, creates uncertainties for investment, labor, and builders. The International City Manager's Association suggests that local government policies should address this issue—most do not. Moreover, external factors (e.g. interest rates, cost of building materials, etc.) that bear upon local housing markets tend to undermine the effectiveness of such policies.

Despite the various federal and state policies regulating housing, most housing in the U.S. is produced by private industry and is privately owned. While the land

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<sup>30</sup> *The Practice of Local Government Planning, 2<sup>nd</sup> Edition*, International City Managers Association, 1988.

use powers of local government have been an important factor in the production of housing, the role of local government has largely focused on regulation for public health and safety and provision of infrastructure. More recently, awareness has grown regarding the impact policies and regulations have had on the other aspects of community life such as costs of transportation and other infrastructure, access of residents to services and employment, and social interactions.

## DEMAND VERSUS NEED

The language of Goal 10 and ORS 197.296 refers to housing *need*: it requires communities to provide needed housing types for households at all income levels. Goal 10's broad definition of need covers all households—from those with no home to those with second homes. State policy, however, does not make a clear distinction between need and demand. Following is our definition, which we believe to be consistent with definitions in state policy:

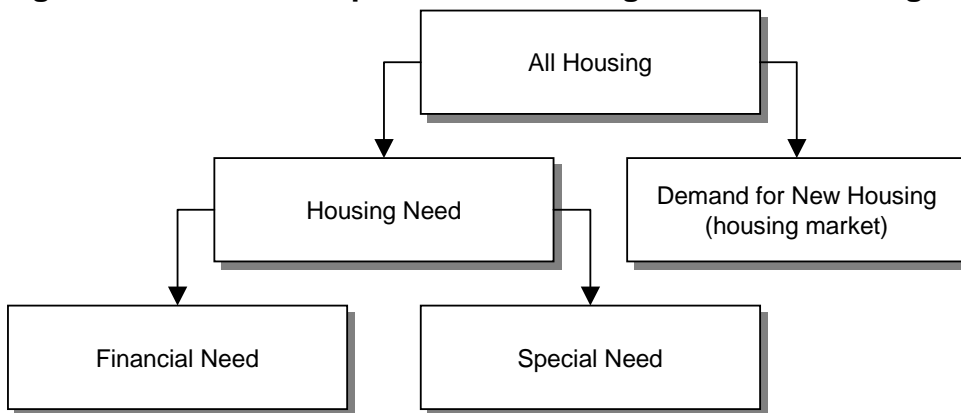
- *Housing need* can be defined broadly or narrowly. The broad definition is based on the mandate of Goal 10 that requires communities' plan for housing that meets the needs of households at all income levels. Thus, Goal 10 implies that everyone has a housing need because everyone needs housing. However, definition used by public agencies that provide housing assistance (primarily the Department of Housing and Urban Development – HUD, and the Oregon Housing and Community Services Department - HCS) is more narrow. It does not include most of the households that can purchase or rent housing consistent with the requirements of their household size for a price that is affordable. Households that cannot find and afford such housing have need: they are either unhoused, in housing of substandard condition, overcrowded, or paying more than their income and federal standards say they can afford.
- *Housing market demand* is what households demonstrate they are willing to purchase in the market place. Growth in population leads to a growth in households and implies an increase in demand for housing units that is usually met primarily by the construction of new housing units by the private sector based on developers' best judgments about the types of housing that will be absorbed by the market. ORS 197.296 includes a market demand component: buildable land needs analyses must consider the density and mix of housing developed over the previous five years or since their most recent periodic review, whichever is greater.

In short, a housing needs analysis should make a distinction between housing that people might need (housing needs) and what the market will produce (housing market demand).

Figure A-1 shows a schematic that distinguishes between housing needs that are unmet and those that are met via market transactions. All housing need is the total number of housing units required to shelter the population. In that sense, it is approximately the number of households: every household needs a dwelling place. But some of that need is met through market transactions without much

government intervention because households have the income to *demand* (purchase) housing services (as owners or renters). That demand is shown in the box on the right. Other households, however, have needs unmet, usually because they lack the resources to purchase housing services (financial need), but because of special needs as well (though, even here, the issue is still one of financial resources).

**Figure A-1. Relationship between housing need and housing demand**



Most housing market analyses and housing elements of comprehensive plans in Oregon make forecasts of new demand (what housing units will get built in response to market forces). Work by housing authorities is more likely address housing need for special classes, especially low-income. It is the role of cities under Goal 10 to adopt and implement land use policies that will encourage provision of housing units that meet the needs of all residents.

It is unlikely that housing markets in any metropolitan area in the US provide housing to meet the needs of every household. Even many upper-income households probably believe they "need" (want) more housing than their wealth and income allows them to afford. Goal 10 does not require communities address the housing "want" of residents.

More important, however, are more basic housing needs. At the extreme there is homelessness: some people do not have any shelter at all. Close behind follows substandard housing (with health and safety problems), space problems (the structure is adequate but overcrowded), and economic and social problems (the structure is adequate in quality and size, but a household has to devote so much of its income to housing payments that other aspects of its quality of life suffer). Location can also be a burden—households that live further from work and shopping opportunities will have to spend more money on transportation. Moreover, while some new housing is government-assisted housing, public agencies do not have the financial resources to meet but a small fraction of that need. New housing does not, and is not likely to, fully address all these needs because housing developers, like any other business, typically try to maximize their profits.

In fact, many of those needs are much more likely to be satisfied by existing housing: the older, used stock of structures that is usually less expensive per square foot than new housing. Thus, forecasting the type of new units that might be built in a region (by type, size, and price) is unlikely to bear any relationship to the type of housing to which most people with acute housing needs will turn to solve their housing problems. One key reason for this is the dynamics associated with housing construction. The cost of building new housing is largely prohibitive for building dwelling units affordable to low-income households. This “trickle-down” effect is well known among housing specialists. In most communities a quick comparison of new home prices with income distributions will underscore the fact that developers tend to focus on the move-up market and not on entry-level housing.

Viewed in the light of those definitions (e.g., housing demand and housing need), the requirements of Goal 10 need clarification. Goal 10 mandates that communities plan for housing that meets the needs of households at all income levels. Thus, Goal 10 implies that everyone has a housing need. As we have noted, however, it is hard to justify spending public resources on the needs of high-income households: they have the income to purchase (demand) adequate housing services in the housing market. The housing they can afford may not be everything they want, but most policymakers would agree that the difference does not classify as the same kind of need that burdens very-low-income households.

This study is not the place to resolve debates about definitions of housing need and the purposes of Goal 10. Here are our assumptions about the distinction between demand and need in the rest of this study:

- Our analysis of need addresses the Goal 10 requirements regarding financial need (ability to obtain housing) as they relate to future households and to those households whose circumstances suggest that they will have special problems in finding adequate and affordable housing services. That analysis occurs after, and largely independent of, the forecast of new housing that is likely to be built to supply effective demand.
- Our forecast includes a comparison of demand for new housing: what kind of housing of what type is likely to get built in the region over the next 20 years. The baseline forecast is the housing “demand” forecast, the alternative forecast is the housing “need” forecast.

In summary, Goal 10 intends that cities identify housing need and develop a land use policy framework that meets identified needs. One of the key issues that gets addressed in a housing needs analysis is to determine how much land is needed for different housing types, and therefore must be designated for different housing types. Providing sufficient land in the proper designations is one of the most fundamental land use tools local governments have to meet housing need.



# National Housing Trends

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The overview of national, state, and local housing trends builds from previous work by ECO and conclusions from *The State of the Nation's Housing, 2008* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook for the next decade as follows:

“Housing markets contracted for a second straight year in 2007. The national median single-family home price fell in nominal terms for the first time in 40 years of recordkeeping, leaving several million homeowners with properties worth less than their mortgages. With the economy softening and many home loans resetting to higher rates, an increasing number of owners had difficulty keeping current on their payments. Mortgage performance—especially on subprime loans with adjustable rates—eroded badly. Lenders responded by tightening underwriting standards and demanding a higher risk premium, accelerating the ongoing slide in sales and starts.

“It is still uncertain how far, and for how long, the housing crisis will drive down household growth. Regardless, given the solid underpinnings of long-term demand—including the recent strength of immigration and the aging of the echo-boom generation into young adulthood—household growth will pick up again once the economy recovers. But if the nation suffers a prolonged economic downturn that results in lower immigration and more doubling up, household growth in 2010-2020 may fall short of the 14.4 million level currently projected.

This evaluation presents a bleak outlook for housing markets and for homeownership in the short-term brought on by the subprime mortgage crisis. However, the image painted of the future looks brighter, as the increase in housing demand is naturally induced by the growth of the population in the necessary age groups.

## Long run trends in home ownership and demand

Last year (2007) was a continuation of the significant departure from the recent housing boom that had lasted for 13 consecutive years (1992-2005). While strength in early 2005 pushed most national housing indicators into record territory, the market began to soften and sales slowed in many areas in the latter half of 2005. By 2006, higher prices and rising interest rates had a negative impact on market demand. Investor demand, home sales and single-family starts dropped sharply. Growth in national sales prices also slowed. By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and fear of recession. After 12 successive years of increases, the national homeownership rate slipped in 2005, again in 2006 to 68.8%, and again in 2007 to 68.1%.



The Joint Center for Housing Studies concludes that the cooling housing market in 2006 had an immediate impact on homeownership. Increasing interest rates and decreasing housing affordability contributed to the recent market correction. Homebuilders could not react quickly enough to changing market conditions, resulting in an oversupply of housing and a rising inventory of unsold homes. The Joint Center for Housing Studies predicts that once the corrections made to work off the housing oversupply and prices start to recover, a return to traditional mortgage products and the strength of natural demand will invigorate the homeownership rate. The long-term market outlook shows that homeownership is still the preferred tenure. Over the next decade, 88% of net household growth is expected to come from gains in the number of homeowners. While further homeownership gains are likely during this decade, they are not assured. Additional increases depend, in part, on finding ways to ease the difficulties faced by low and moderate income households in purchasing a home. It also rests on whether the conditions that have led to homeownership growth can be sustained.

From 2000 to 2005 housing starts and manufactured home placements appeared to have been roughly in line with household demand. In 2005, with demand for homes falling but construction coming off record levels, the surplus of both new and existing homes was much higher than in recent years. In late 2007 and early 2008, the excess supply of new single-family homes retreated by about 12%, though the simultaneous drop in sales left the supply at 11 months, a figure not seen since the 1970s. This resulted in a strong buyer's market, leaving many homes lingering on the market and forcing many sellers to accept prices lower than what they were expecting. The Joint Center for Housing Studies predicts the oversupply will eventually balance as housing starts continue to fall, lower prices motivate unforeseen buyers, and the rest of the economy begins to recover.

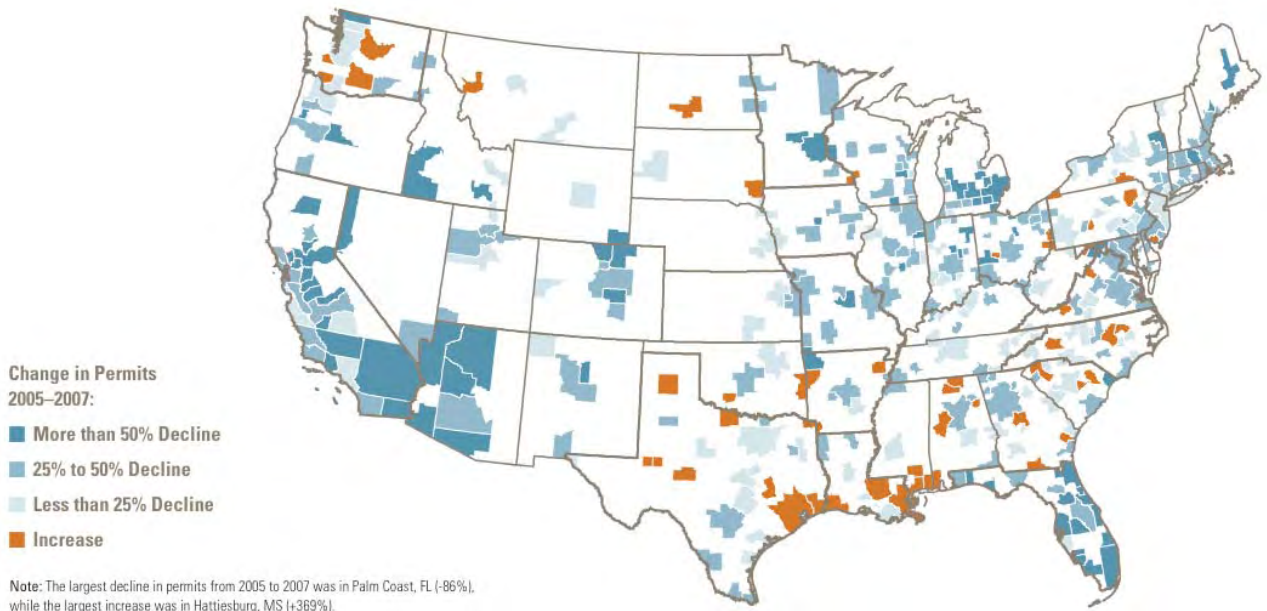
The Joint Center for Housing Studies indicates that demand for new homes could total as many as 14.4 million units nationally between 2010 and 2020. Nationally, the vast majority of these homes will be built in lower-density areas where cheaper land is in greater supply. People and jobs have been moving away from central business districts (CBDs) for more than a century: the number of the country's largest metropolitan areas with more than half of their households living at least 10 miles from the CBD has more than tripled from 13 in 1970 to 46 in 2000; in six metropolitan areas more than a fifth of households live at least 30 miles out. While people older than 45 years are generally continuing to move away from CBDs, younger people have begun to move nearer to CBDs.

The Joint Center for Housing Studies also indicates that demand for higher density housing types exists among certain demographics. They conclude that because of persistent income disparities, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes. Supply-side considerations, however, outweigh these demographic forces.

## Recent trends in home ownership and demand

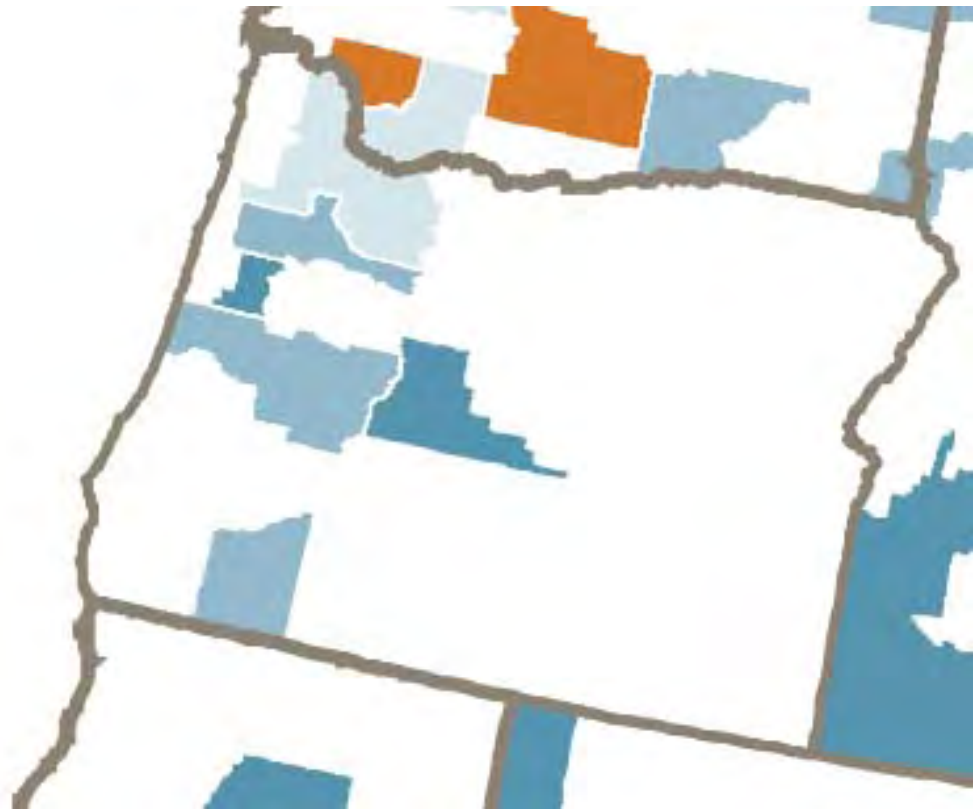
Conditions that had previously bolstered the housing market and promoted homeownership weakened in 2005 and eroded further in 2006 and 2007. Increasing interest rates and weakening housing prices combined to slow the housing market. In 2007, new home sales were down 40% from the record 2005 level, and existing home sales were down 20%. Regionally, using housing permits issued as a proxy for new home ownership, Lane County's issued housing permits fell between 25% and 50% between 2005 and 2007.

**Figure B-1. Change in housing permits issued by county, U.S., 2005-2007**



Source: Census Bureau, Construction Statistics, Building Permits by County. As cited in The State of The Nation's Housing, 2008, The Joint Center for Housing Studies of Harvard University, p. 8

**Figure B-2. Change in housing permits issued by county, Oregon, 2005-2007**



Source: Census Bureau, Construction Statistics, Building Permits by County. As cited in *The State of The Nation's Housing, 2008*, The Joint Center for Housing Studies of Harvard University, p. 8

### Demographic trends in home ownership

According to the Joint Center for Housing Studies, immigration will play a key role in accelerating household growth over the next 10 years. Between 2000 and 2006, immigrants contributed to over 60% of household growth. Minorities will account for 68% of the 14.6 million projected growth in households for the 2005 to 2015 period. Immigrants now comprise a growing share of young adults and children in the United States. Twenty percent of Americans ages 25-34 are foreign born, and an additional 9% are second generation Americans. Members of this generation will probably earn more than their parents becoming an even greater source of housing demand in the coming decades.

The Joint Center for Housing Studies suggests that an aging population, and of baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years. A recent survey of baby boomers showed that more than a quarter plan to relocate into larger homes and 5% plan to move to smaller homes. Second home demand among upper-income homebuyers of all ages also continues to grow. Households aged 50 to 69 are expected to account for the purchase of nearly half a million second homes between 2005 and 2015.

People prefer to remain in their community as they age.<sup>31</sup> The challenges that seniors face as they age in continuing to live in their community include: changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.<sup>32</sup> Not all of these issues can be addressed through housing or land-use policies. Communities can address some of these issues through adopting policies that:

- Diversify housing stock to allow development of smaller, comparatively easily maintained houses in single-family zones, such as single story townhouses, condominiums, and apartments.
- Allow commercial uses in residential zones, such as neighborhood markets.
- Allow a mixture of housing densities and structure types in single-family zones, such as single-family detached, single-family attached, condominiums, and apartments.
- Promote the development of group housing for seniors that are unable or choose not to continue living in a private house. These facilities could include retirement communities for active seniors, assisted living facilities, or nursing homes.
- Design public facilities so that they can be used by seniors with limited mobility. For example, design and maintain sidewalks so that they can be used by people in wheel chairs or using walkers.

### Home rental trends

Nationally, the rental market continues to experience growth, adding 2 million rental households from 2004 to 2007. Demand strengthened in every region except the Northeast. Vacancy rates in the West continue to decline, leading to strong increases in rental rates. Over the longer term, the Joint Center for Housing studies expects rental housing demand to grow by 1.8 million households over the next decade. Minorities will be responsible for nearly all of this increased demand. The minority share of renter households grew from 37% in 1995 to 43% in 2005. The minority share is forecast to exceed 50% of renter households in 2015. Demographics will also play a role. Growth in young adult households will increase demand for moderately priced rentals, in part because echo boomers will reach their mid-20s after 2010. Meanwhile growth among those between the ages of 45 and 64 will lift demand for higher-end rentals. Given current trends in home prices and interest rates, conditions will become increasingly favorable for rental markets in the coming years.

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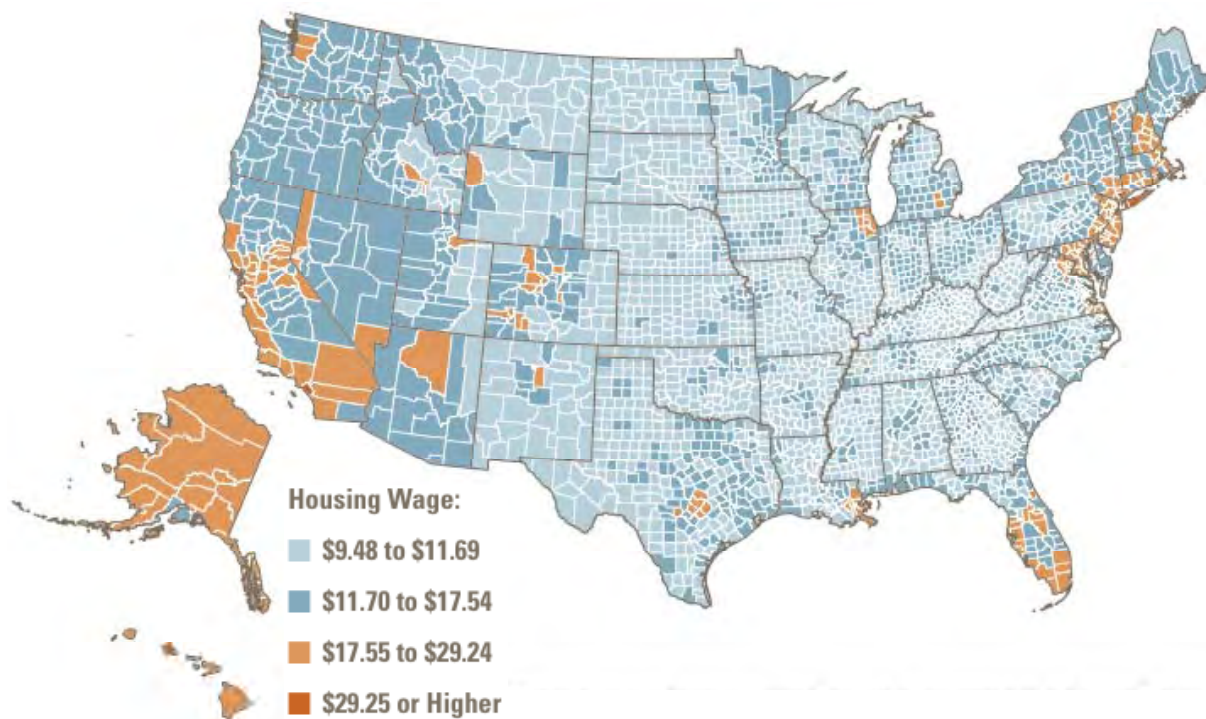
<sup>31</sup> A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

<sup>32</sup> “Aging in Place: A toolkit for Local Governments” by M. Scott Ball.

Despite only modest increases in rents in recent years, growing shares of low- and moderate-wage workers, as well as seniors with fixed incomes, can no longer afford to rent even a modest two-bedroom apartment anywhere in the country. In 2006, one in three American households spent more than 30% of income on housing, and more than one in seven spent upwards of 50%. The national trend towards increased rent to income ratios is mirrored regionally in that a salary of two to three times the 2007 Federal minimum wage of \$5.85 is needed to afford rents in Lane County (see Figure B-3).

According to the Joint Center for Housing Studies, these statistics understate the true magnitude of the affordability problem because they do not capture the tradeoffs people make to hold down their housing costs. For example, these figures exclude the 2.5 million households that live in crowded or structurally inadequate housing units. They also exclude the growing number of households that move to locations distant from work where they can afford to pay for housing, but must spend more for transportation to work. Among households in the lowest expenditure quartile, those living in affordable housing spend an average of \$100 more on transportation per month than those who are severely housing cost-burdened. With total average monthly outlays of only \$1,000, these extra travel costs amount to 10 percent of the entire household budget.

**Figure B-3. Hourly wages needed to afford rent by county, U.S., 2008**



Source: HUD's Fair Market Rents for 2008, based on methodology developed by the National Low Income Housing Coalition. As cited in *The State of The Nation's Housing, 2008*, The Joint Center for Housing Studies of Harvard University, p. 30

Note: Every county in Oregon had a housing wage between \$11.70 and \$17.54 in 2008.

## Trends in housing affordability

Despite widespread falling house prices, affordability problems have not improved significantly. A median-priced single-family home under conventional terms in 2007 (10% downpayment and 30-year fixed rate loan) only costs \$76 per month and \$1,000 downpayment less than a house bought in 2006, the year in which the sales prices of single-family homes were at their highest real price in history. Only 17 of the 138 National Association of Realtors-covered metropolitan areas have lower costs in 2007 than they did in 2003 when interest rates were bottomed out.

With low-wage jobs increasing and wages for those jobs stagnating, affordability problems will persist even as strong fundamentals lift the trajectory of residential investment. The number of severely cost-burdened households (spending more than 50% of income on housing) increased by almost 4 million households from 2001 to 2006, to a total of nearly 18 million households in 2005. Nearly 40% of low-income households with one or more full-time workers are severely cost burdened, and nearly 60% of low-income households with one part-time worker are severely cost burdened. The Joint Center for Housing Studies points to widening income disparities and decreasing federal assistance as two factors exacerbating the lack of affordable housing. While the Harvard report presents a relatively optimistic long-run outlook for housing markets and for homeownership, it points to the significant difficulties low- and moderate-income households face in finding affordable housing, and preserving the affordable units that do exist.

## Trends in Housing Characteristics

The U.S Bureau of Census Characteristics of New Housing Report presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several trends in the characteristics of housing are evident from the New Housing Report:

- Larger single-family units on smaller lots. Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.
- Larger multifamily units. Between 1999 and 2007, the median size of new multiple family dwelling units increased by 15%. The percentage of multifamily units with more than 1,200 sq. ft. increased from 26% to 47% in the western region and from 28% to 50% nationally. The

percentage of units with less than 600 sq. ft. stayed at 1% both regionally and nationally.

- More household amenities. Between 1994 and 2007 the percentage of single-family units built with amenities such as central air conditioning, fireplaces, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multiple family units.

A clear linkage exists between demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in several publications. Analysis of data from the Public Use Microsample (PUMS) in the 2000 Census to describe the relationship between selected demographic characteristics and housing choice. Key relationships identified through this data include:

- Homeownership rates increase as income increases;
- Homeownership rates increase as age increases;
- Choice of single-family detached housing types increases as income increases;
- Renters are much more likely to choose multiple family housing types than single-family; and
- Income is a stronger determinate of tenure and housing type choice for all age categories.



**December 1, 2009**

**TO: Linda Pauly**  
**FROM: Bob Parker**  
**SUBJECT: REVISIONS TO THE RESIDENTIAL LANDS STUDY**

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## **1 BACKGROUND**

In 2006, ECONorthwest initiated work on a housing needs analysis for the City of Springfield. The study (called the Residential Lands Study, or RLS) is intended to comply with statewide planning policies that govern housing, including Goal 10 (Housing), ORS 197.296, and OAR 660 Division 8. The primary goals of this study are to (1) project the amount of land needed to accommodate the city's future housing needs of all types, and (2) evaluate the existing residential land supply within the Springfield Urban Growth Boundary to determine if it is adequate to meet that need.

In 2005 staff began work on the Residential Buildable Lands Inventory (RBLI). That inventory was used in preliminary drafts of the RLS and went through several rounds of refinement between 2005 and 2007. In 2007, Public Works contracted with ECONorthwest to develop specifications for GIS models that would automate certain components of the GIS analysis. That modeling was used in revisions to the RBLI in 2008 and 2009.

In September 2009, the City posted the Residential Lands Study (RLS) for public review and comment in advance of Planning Commission Hearings in October, and City Council Hearings in November. The City received several comments from the public related to various elements of the report. The City also received a request for additional data related to constraints as summarized in the residential buildable lands inventory (Chapter 3 of the RLS).

As a result of that request, staff asked ECONorthwest to review the constraint analysis presented in the draft RLS. Upon review and several subsequent discussions with staff from Development Services and Public Works (who assisted with GIS analysis), we were unsatisfied with the results of the constraint analysis and identified inconsistencies in the slope data and assumptions (GIS modeling in the August draft inadvertently used a 15% slope assumption that was carried over from the commercial and industrial buildable lands inventory; consistent with the stakeholder committee input and OAR 660-008, the assumption was intended to be 25%). Moreover, since the



initial GIS analysis was completed and this fall, new slope data became available that has a higher level of accuracy than the slope data used in the previous analysis.

This memorandum summarizes (1) the new data and methods used for the revised RLS, and (2) areas where substantial revisions occurred between the August draft RLS and the November draft RLS.

## **2 DATA AND METHODS**

### **2.1 WHAT IS LIDAR INFORMATION?**

Light Detection and Ranging (*LIDAR*) is a remote sensing system used to collect topographic data. According to Watershed Sciences, the firm that produced LiDAR products for the Oregon LiDAR consortium (OLR), Springfield and the greater Springfield/Eugene metro area, LiDAR is “an optical remote sensing technology that allows for cost-effective broad-scale collection of highly detailed and accurate terrain surface data.”<sup>1</sup>

The accuracy, consistency and geographic extents of these outputs, especially those produced by Watershed Sciences for the OLR, far exceed those produced by traditional methods. The previous topographic data was based on contours generated from a mapping effort in 2000 – a source that is far coarser in quality than LiDAR. In short, LiDAR used by the City is by far the best available elevation information, fit for precise engineering purpose and large areas elevation analysis such as slope analysis needed for buildable lands analysis.

### **2.2 WHY USE LIDAR BASED INFORMATION FOR BUILDABLE LANDS STUDIES?**

If LiDAR would have been available when the residential lands study began several years ago it would have been used. Unfortunately, this new elevation information became available to the City over the last few months. Key reasons to use LiDAR for buildable lands studies are summarized below:

- LiDAR data represents current information. Elevation information used last year dated back to the 2000 remapping project- information nearly 10 years old. The LiDAR data were collected in April of 2009.

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<sup>1</sup> LiDAR measures properties of scattered light to find range and other information of a distant target, e.g., measure the distance between a plane and the earth’s surface below. When coupled with Global Positioning System (GPS) technology that determines the exact location of the airplane, LiDAR technology produces highly accurate models of the earth’s surface and commonly used Geographic Information Systems (GIS) products such as Digital Elevation Models (DEM).

- LiDAR provides highly defensible information. The City's LiDAR data is some of the best LiDAR elevation available throughout the Nation. Watershed Sciences, the data provider, adheres to the highest quality control standards, uses the best available commercial equipment, and collects more information than other data providers. Repeated field check performed by City surveyors across the City constantly validate the quality of these data and assure that these data exceed specification. Because of reliability of LiDAR information it is also used by for Digital Flood Insurance Rate Map (DFIRM) development, wetlands mapping, watershed mapping and many other mapping applications that require highly defensible elevation information.
- LiDAR provides a seamless base of elevation information that spans well beyond the Springfield Urban Growth Boundary (UGB). Should analysis be required for areas outside of the Springfield UGB, LiDAR will support these needs providing consistent results throughout the entire area of coverage.
- LiDAR is easy to share with others. Unlike other elevation products available last year which were produced through convoluted and highly complex analysis, LiDAR products used on the revised RLS came from the vendor as standard products.

### **2.3 HOW WAS SLOPE INFORMATION DERIVED FROM THE LIDAR INFORMATION?**

The City derived >25% slope for the revised RLS from the new LiDAR information. This process included the following steps:

1. The 1 meter Digital Elevation Model (DEM) provided by the vendor was resampled to a 5 meter DEM (The 1-meter DEM is at a level of detail that is both inappropriate and unmanageable for this analysis. Initial runs with the 1-meter DEM resulted in a lot of "noise" in the form of very small areas that do not necessarily pose development constraints).
2. The resampled 5 meter DEM was then classified by percent slope, an operation that calculates slope and then isolates specific areas based on slope parameters provided by the operator, such as >25 percent slope.
3. The isolated areas were then converted to an output file that could be overlaid on the land base.
4. The overlay process compared the >25 percent slope areas with the land base. Where impacting a parcel, the process determined how much of each parcel was constrained by >25 percent slope and then appended this information (percent of each parcel constrained by slope and acreage of each parcel constrained by slope)

to the parcel record in the database. Please note that this process was repeated for each constraint.

5. Upon completing the overlay process, staff performed quality assurance and quality control (QA/QC) measures to double check the results.
6. Upon completing QA/QC, the output file consisting of the land base with the appended constraint information was provided to ECO Northwest for classification and reporting.

### 3 SUMMARY OF REVISIONS

The new data resulted in several changes to the analysis – all related to the buildable land inventory. The new data did not result in any changes to the housing needs analysis.

The acreage of unconstrained, buildable residential land increases from 935 acres to 1,447 acres – an increase of more than 500 acres. Table 1 shows the previous draft residential buildable land inventory results (August 2009) and Table 2 shows the revised residential land inventory results.

**Table 1. Vacant residential land by plan designation, August RLS draft**

<b>Plan Designation</b>	<b>Tax Lots</b>	<b>Total Acres in Tax Lots</b>	<b>Developed Acres</b>	<b>Constrained Acres</b>	<b>Buildable Acres</b>
Low Density Residential	981	2,137	72	1,241	824
Medium Density Residential	126	329	132	102	95
High Density Residential	8	19	1	2	16
<b>Total</b>	<b>1,115</b>	<b>2,485</b>	<b>205</b>	<b>1,345</b>	<b>935</b>

Source: City of Springfield GIS data; analysis by ECONorthwest

**Table 2. Revised vacant residential land by plan designation, December RLS draft**

<b>Plan Designation</b>	<b>Tax Lots</b>	<b>Total Acres in Tax Lots</b>	<b>Developed Acres</b>	<b>Constrained Acres</b>	<b>Buildable Acres</b>
Low Density Residential	981	2,137	71	765	1,301
Medium Density Residential	126	329	142	58	128
High Density Residential	8	19	1	0	18
<b>Total</b>	<b>1,115</b>	<b>2,485</b>	<b>214</b>	<b>824</b>	<b>1,447</b>

Source: City of Springfield GIS data; analysis by ECONorthwest

Based on average density assumptions described in Chapter 5 of the RLS, the capacity of residential land increases from 6,920 dwelling units to 9,021 dwelling units (see Tables 3 and 4). Note that the revised capacity estimate of 9,021 dwelling units does not make any adjustments for the City's Hillside Development Ordinance which requires

minimum lot sizes of 10,000 or greater on slopes 15% or higher, or areas above 670' in elevation. Future drafts of the residential could use such deductions if the Springfield Planning Commission and City Council determine they yield more accurate results.

**Table 3. Estimated residential development capacity, Springfield UGB, August RLS draft**

<b>Plan Designation</b>	<b>Buildable Acres</b>	<b>Residential Capacity (DU)</b>	<b>Percent of Capacity</b>
Low Density Residential	824	3,714	54%
Medium Density Residential	95	2,312	33%
High Density Residential	16	325	5%
Mixed-Use (Glenwood)	21	270	4%
Redevelopment	na	299	4%
<b>Total</b>	<b>956</b>	<b>6,920</b>	<b>100%</b>

Source: City of Springfield residential BLI; analysis by ECONorthwest

Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

**Table 4. Estimated residential development capacity, Springfield UGB, December RLS draft**

<b>Plan Designation</b>	<b>Buildable Acres</b>	<b>Residential Capacity (DU)</b>	<b>Percent of Capacity</b>
Low Density Residential	824	5,379	60%
Medium Density Residential	95	2,718	30%
High Density Residential	16	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	299	3%
<b>Total</b>	<b>956</b>	<b>9,021</b>	<b>100%</b>

Source: City of Springfield residential BLI; analysis by ECONorthwest

Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

Tables 5 and 6 show the capacity for residential development by plan designation from the August draft and the revised December draft. This includes land needs both before and after subtracting acreage needed for other uses, such as parks, schools, churches, etc.). ECO estimates Springfield will need 463 acres for other uses during the 2010-2030 period.

The revised analysis resulted lead in the following changes:

- The revisions indicate that Springfield has a small overall surplus of residential land (59 acres). The August draft indicated a 344 acre deficit.
- The revisions show the Low Density Residential designation has a *surplus* of approximately 72 gross acres. The August draft indicated a *deficit* of 293 acres in the LDR designation. Note that this does not include deductions for the Hillside Ordinance.
- The revisions show the Medium Density Residential designation has a *surplus* of approximately 18 gross acres. The August draft showed a *deficit* of 15 acres.
- The revisions show the High Density Residential designation has a *deficit* of approximately 34 gross acres. The August draft indicated a *deficit* of 35 acres.
- The total residential land *surplus* is 59 gross acres.

**Table 5. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030, August draft RLS**

1	2	3	4	5	6	7	8	9
Plan Designation	Need (DU)	Capacity (DU)	Surplus/Deficit (DU)	Needed Density (DU/GRA)	Housing Land Need (Gross Acres)	Housing Surplus/Deficit (Gross Ac)	Other Residential Land Need	Total Surplus/Deficit (Gross Ac)
Low Density Residential	3,468	3,714	246	5	-54	54	347	-293
Medium Density Residential	1,794	2,731	937	12	0	77	93	-15
High Density Residential	718	475	-243	20	12	-12	23	-35
<b>Total</b>	<b>5,980</b>	<b>6,920</b>	<b>939</b>	<b>0</b>	<b>-42</b>	<b>119</b>	<b>463</b>	<b>-344</b>

Source: ECONorthwest

Column Notes:

1. Plan designations
  2. Needed dwellings by plan designation (table 5-30)
  3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); redevelopment capacity is included in MDR (150 DU) and HDR (150 DU)
  4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
  5. Needed Gross Density (from bottom of page 5)
  6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
  7. Surplus/deficit gross acres. Equals Column 4 divided by Column 5
  8. Other residential land need (land needed for parks, etc)
  9. Total surplus/deficit. Equals column 7 minus column 8,
- Note: Total Surplus/Deficit (column 9) adds to 344 acres due to rounding errors.

**Table 5. Revised residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030, December draft RLS**

1	2	3	4	5	6	7	8	9
Plan Designation	Need (DU)	Capacity (DU)	Surplus/Deficit (DU)	Needed Density (DU/GRA)	Housing Land	Housing Surplus/Deficit	Other Residential Land Need	Total Surplus/Deficit
					Need (Gross Acres)	(Gross Ac)		(Gross Ac)
Low Density Residential	3,468	5,379	1,911	5	-422	422	347	75
Medium Density Residential	1,794	3,137	1,343	12	0	111	93	18
High Density Residential	718	505	-213	20	11	-11	23	-34
<b>Total</b>	<b>5,980</b>	<b>9,021</b>	<b>3,041</b>	<b>0</b>	<b>-411</b>	<b>522</b>	<b>463</b>	<b>59</b>

Source: ECONorthwest

Column Notes:

1. Plan designations
  2. Needed dwellings by plan designation (table 5-30)
  3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); redevelopment capacity is included in MDR (150 DU) and HDR (150 DU)
  4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
  5. Needed Gross Density (from bottom of page 5)
  6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
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  8. Other residential land need (land needed for parks, etc)
  9. Total surplus/deficit. Equals column 7 minus column 8,
- Note: Total Surplus/Deficit (column 9) adds to 344 acres due to rounding errors.

LAW OFFICES OF

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**LAND, AIR & WATER LAW**

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Memo to Bill Grile

From Al Johnson

Re: HB 3337 - Next Steps

December 1, 2009

You have asked me to comment on the RLS process to date and the implications of the revised residential lands study for the rest of the HB 3337 process. Very briefly, they are as follows:

1. Adoption of the study in its current form will meet the city's statutory obligation to "complete," by January 1, 2010 the "baseline" inventory, analysis and determination required under ORS 197.296(3) to begin compliance with Section 2" of HB 3337, requiring Springfield to establish its own urban growth boundary.
2. Consistent with direction from LUBA and DLCD, the "baseline" determination is not a final land use decision reviewable by either LUBA or DLCD. Rather, it is a preliminary step under both the 20-year housing supply statute and HB 3337, and remains subject to revision and updating until its adoption as part of the final UGB-establishment package, which, in the case of Springfield, will be the Springfield 2030 Plan. That decision, including the final RLS, will be reviewable by LUBA or DLDC/LCDC, depending upon whether it expands Springfield's share of the current acknowledged Metro UGB.
3. The revisions to the draft RLS are in large part the result of the city's decision to put the draft through the formal post-acknowledgement notice, comment, and hearing process. As the legislature intended, the PAPA process gets people's attention. The PAPA statute and HB 3337 establish deadlines and other procedural obligations to assure that meaningful citizen participation and intergovernmental coordination occur in all phases of the planning process.
4. Like the county's population projection for Eugene and Springfield, the preliminary RLS is conservative. Like the population project, the RLS is primarily the product of an expert consultant.

Page Two  
Memo to Bill Grile re RLS  
From Al Johnson  
December 1, 2009

5. Because it finds a deficit in one of the classes of needed housing, High-Density Residential, adoption of the RLS will move the city into the second phase of the residential lands supply statute, which requires it to evaluate ways of meeting that need, including "efficiency measures" and, potentially, expanding the current UGB.
6. Efficiency measures must be considered first because state goals and rules require the city to show that it can't reasonably meet identified needs inside its current UGB before it can expand. This means that the city will have to show that it can't locate, redesignate, and serve enough land currently designated for low-density residential or otherwise available to meet the modest HDR deficit.
7. The absence of a significant deficit in the current residential lands supply means that the city can focus its attention on meeting needs identified in the draft Commercial and Industrial Lands Supply (CIBL) and Economic Opportunities Analysis (EOA), which is also being processed as a Post-Acknowledgment Plan Amendment.



**RECOMMENDATION TO THE CITY COUNCIL  
BEFORE THE PLANNING COMMISSION  
OF THE  
CITY OF SPRINGFIELD**

REQUEST TO ADOPT THE SPRINGFIELD	}	RECOMMENDATION TO
RESIDENTIAL LAND AND HOUSING	}	THE CITY COUNCIL
NEEDS ANALYSIS	}	
Case Number LRP 2007-00030		

**NATURE OF THE APPLICATION**

1. House Bill 3337 requires that Springfield demonstrate as required by ORS 197.296 that its Comprehensive Plan provide sufficient buildable lands within an urban growth boundary to accommodate estimated housing needs for 20 years on or before January 1, 2010. To accomplish this requirement, the City of Springfield has commissioned a Residential Land and Housing Needs Analysis outlining Springfield's housing needs for the next 20 years.
2. In 2007 the Oregon Legislature passed House Bill 3337 which mandates the City of Springfield to complete the 20 year buildable residential land inventory analysis and determination on or before January 1, 2010. The city reads HB 3337 to require the city to complete the initial stage of the ORS 197.296 process by the end of the year. That initial stage does not include adoption or amendment of an urban growth boundary or amendment to any comprehensive plan policies or designations.
3. Local adoption of the Springfield Residential Land and Housing Needs Analysis is an interim step necessary to comply with the law. The final decision on adoption of the Springfield Residential Land and Housing Needs Analysis shall be made by the Springfield City Council and the Lane County Board of Commissioners as the Springfield Residential Land and Housing Needs 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 Residential Land and Housing Needs Analysis may change.
4. The Springfield City Council directed staff to begin the above referenced study on December 5, 2005.
5. Timely and sufficient notice of the public hearing, pursuant to Springfield Development Code Section 5.2-115, has been provided.
6. The Springfield Residential Land and Housing Needs Analysis is consistent with ORS 197.296 as described in the attached staff report.
7. On October 20, 2009, a public hearing on the Springfield Residential Land and Housing Needs Analysis was held before the City of Springfield Planning Commission. The Development Services Department staff report, the oral testimony, letters received, written submittals of the persons testifying at the hearing, and the public record for file # LRP2007-00030 have been considered and hereby are incorporated into the record for this proceeding.

**CONCLUSION**

On the basis of this record, the proposed Springfield Residential Land and Housing Needs Analysis as submitted is consistent with the criteria of House Bill 3337, ORS 197.296, ORS 197.303, ORS 197.304, the Statewide Planning Goals and Administrative Rules pertaining to housing – OAR 660-008-0000 - 0040. This general finding is supported by the specific findings of fact and conclusions in the attached Staff Report and Findings.

**RECOMMENDATION**

The Planning Commission, at its October 20, 2009 meeting, hereby recommends that the City Council approve the determination set forth in the Springfield Residential Land and Housing Needs Analysis, as presented herein at Case No. LRP2007-00030.

  
\_\_\_\_\_  
Planning Commission Chairperson

ATTEST:  
AYES:        4  
NOES:        0  
ABSENT:     3  
ABSTAIN:    0

City of Springfield  
Regular Meeting

MINUTES OF THE REGULAR MEETING OF  
THE SPRINGFIELD PLANNING COMMISSION  
Tuesday, October 20, 2009

The City of Springfield Planning Commission met in regular session in the Council Meeting Room, 225 Fifth Street, Springfield, Oregon on Tuesday, October 20, 2009 7:00 p.m., with Frank Cross as Springfield Planning Commission Chair.

**ATTENDANCE**

Present were Chair Johnny Kirschenmann and Planning Commissioners Sheri Moore, Eric Smith and Steve Moe. Also present were Development Service Director Bill Grile, Planning Manager Greg Mott, Planning Supervisor Linda Pauly, Administrative Specialist Brenda Jones, City Attorney Joe Leahy, and Assistant City Attorney Mary Bridgette Smith.

**ABSENT**

- Frank Cross (Excused)
- Lee Beyer

**PLEDGE OF ALLEGIANCE**

- The Pledge of Allegiance was led by Chair Johnny Kirschenmann

**LEGISLATIVE PUBLIC HEARING**

- **Springfield Residential Land and Housing Needs Analysis**

The Planning Commission conducted a public hearing to accept testimony on the *Residential Land and Housing Needs Analysis*. The Planning Commission was asked to forward a recommendation to the City Council to adopt the analysis to provide Springfield with a baseline inventory, analysis and housing needs determination for the plan period 2010-2030 as an incremental step towards the City's compliance with its statutory obligations under ORS 197.304(1)(a)&(b),(2) and (3).

The City completed a Residential Lands Study to determine the sufficiency of land available for residential uses. The draft *Springfield Residential Land and Housing Needs Analysis* presents 1) a forecast of Springfield's residential growth based on the adopted Lane County coordinated population projection; 2) an inventory of buildable residential land; and 3) a determination of the number and type (e.g. single family and multi-family)

of housing units that will need to be constructed to house the projected population residing within Springfield's jurisdictional share of the area subject to the Eugene-Springfield Metropolitan Area, (e.g. the area east of Interstate 5) for the plan period 2010-2030. The findings and conclusions of the study indicated that 5,980 additional units will be needed to provide a 20-year supply of housing to meet Springfield's needs and that the housing mix (single family vs. multi-family dwellings) will need to change to meet shifting population demographics.

The study also provided technical analysis to determine the amount of land that would be required to provide for the needed dwelling units, based on the inventory of land available under existing *Metro Plan* residential designations and Plan policies. The conclusions of the study indicated that the available capacity in the residential buildable lands inventory will not provide a 20-year supply of land to meet Springfield's housing needs, density and mix under current plan designations and policies. Springfield will have a deficit of 344 acres of land in the plan period

Planning Manager Greg Mott reviewed the procedures for the hearing. He indicated that the item before the commission was legislative in nature, so people could speak to other issues related to the study. Springfield was complying with legislation applicable only to Eugene and Springfield, and since the legislation did not include direction about the form the conclusion of the effort should take, he was recommending that it be the adoption of a resolution acknowledging the work was done according to the statute and by the deadline imposed by the statute (December 31, 2009).

Mr. Mott clarified there was no proposal to amend the Eugene-Springfield Metropolitan Area General Plan or any refinement to the plan associated with the study; he anticipated that ultimately, some form of the study would be required to be adopted by the Springfield City Council and Board of County Commissioners as a component of the establishment of a new Urban Growth Boundary (UGB) for Springfield. He anticipated that would occur in 2010, and that process would include additional analysis and a public involvement process. While that could result in changes to the document, the City was still obliged to go through the process imposed by statute.

Mr. Mott indicated that the item was scheduled to go before the council on November 16, with action to follow on December 7, 2009.

Planning Supervisor Linda Pauly indicated the Springfield Residential Lands and Housing Needs Analysis would provide the city with a base line inventory analysis and housing needs determination for the plan period 2010-2030. The adoption of the study was an incremental step toward the City's compliance with its statutory obligations under Oregon Revised Statute 197.304. Ms. Pauly said the Residential Lands and Housing Needs Analysis produced by EcoNorthwest was the primary product of the Residential Lands Study. It was included in the packet as Attachment 1. A summary of the study was included as Attachment 3. She indicated that she had a record of the proceedings for the study from 2006, and asked the commission to adopt that record as part of any motion it passed adopting the study.

Ms. Pauly noted that the applicable criteria for the study was included in Attachment 2-12 in the packet. She said the Residential Lands and Housing Needs Analysis was consistent with applicable Statewide planning goals, statutes, and administrative rules that govern the matter. No amendment to the Metro Plan was proposed in the action; adoption of the study established a factual basis for subsequent amendments to the Metro Plan establishing separate UGBs and separate land inventories for Springfield and Eugene. The analysis was governed by Statewide Planning Goal 10, Housing, Oregon Revised Statute 197.295 to 197.314 (Needed Housing and Urban Growth Areas), and Oregon Administrative Rule (OAR) 660, Division 8, Interpretation of Goal 10, Housing. She briefly described how the applicable rules and statutes were applied.

Mr. Mott entered the following written testimony into the record:

- Email from Planning Commission Beyer, dated October 19, 2009
- Email from Robert Emmons, Land Watch Lane County, undated
- Letter from Ed Moore of the Department of Land Conservation and Development, dated October 20, 2009
- Letter from Sid Friedman of 1000 Friends of Oregon, dated October 19, 2009
- Letter from Allen Johnson with Law Offices of Johnson & Sherton, PC, dated October 20, 2009
- Letter from Mia Nelson of Lowell, Land Watch Lane County, dated October 9, 2009
- Email from Ed Moore of the Department of Land Conservation and Development, dated October 12, 2009

Chair Kirschenmann opened the public hearing.

#### **TESTIMONY FROM THE AUDIENCE:**

**George Grier**, 1342-1/2 66<sup>th</sup> Street, representing the Farm Bureau, noted the bureau's interest in ensuring there was sufficient farm land to continue to support the needs of Oregon citizens. The bureau had cooperated with the University of Oregon on an analysis of East Main Street to determine its development potential and whether some of Springfield's growth needs could be accommodated by redevelopment. He provided a link to the study:

<http://urbancollaborative.sharefile.com/?cmd=d&id=b02fd967f0234abb>.

Mr. Grier suggested the commission needed to consider a vision of the future and what the city would look like in the future. He suggested it was difficult to predict needed housing. He asserted that the latest economic analysis indicated that unemployment might not reach previous levels until 2017, half-way through the planning period. He suggested that Springfield really needed very affordable housing and transportation. He said the analysis did not consider the potential for redevelopment on Main Street, and maintained that redevelopment of Main Street through the planning period could produce 10,000 additional dwelling units above and beyond those already identified in the

analysis. Such housing would be very cost-effective with low transportation impact. It would reduce vehicle miles traveled (VMT) and greenhouse gases while employing existing infrastructure. He urged the commission to look at a different type of vision for the city. He said the study seemed to assume that Springfield would need more land to support the type of development that had happened over the last 20 years. Mr. Grier suggested that instead, the City consider higher density housing along Main Street.

**Sid Friedman, 189 Liberty Street NE, Salem**, represented the organization 1000 Friends of Oregon, said the analysis overstated the amount of land that Springfield would need over the planning period, and it under-estimated the capacity of existing lands within the UGB. Mr. Friedman further asserted that the analysis of needed housing may not meet the future needs of Springfield's population. He was concerned about the potential loss of farmland that might result from an expansion of the UGB, and also concerned about the cost to Springfield of extending infrastructure past the current UGB to serve new development. He was also concerned about greenhouse gas emissions resulting from increased transportation use. Mr. Friedman acknowledged the City's proposed efficiency measures could address some his concerns, but they were going through a parallel, separate process. He believed that it was important the analysis adopted by as sound as possible.

Mr. Friedman maintained that the analysis failed to take into account the ability of lands zoned Public Land and Open Space to provide for future land needs. He cited the Booth-Kelly mixed use site as an example. Other mixed-use zones existed, but it was not clear from the map that those were considered in the inventory. He also believed that steeply sloped land should be included in the inventory because Springfield already allowed some degree of development on those lands, although at reduced densities. He believed that the community's steeply sloped lands could also accommodate residents' needs for parkland. He believed that the document overestimated the amount needed for parks in Springfield. Mr. Friedman said that 1,000 Friends of Oregon supported parks and adequate green space as a key part to a livable community, but he thought that the amount projected was implausible, particularly since buildable land was more expensive than unbuildable land. Mr. Friedman asserted that historically, a large percentage of Springfield parks needs had been met on unbuildable and constrained land, and he believed it was logical to assume that trend would continue.

Mr. Friedman spoke to his organization's interpretation of the analysis of needed housing. He said the draft analysis did a good job of documenting that the difficulty Springfield residents had in finding affording housing, so it was clear that the historic mix of housing types developed in Springfield had not met and would not meet the future needs of Springfield residents. The analysis showed a modest shift toward more affordable housing types, but it was not clear that they would be sufficient to meet future housing needs and address the current affordability gap. He asked the commission to examine his written testimony in that regard. Mr. Friedman recognized the efficiency measures and others that might be proposed could go a long way toward addressing his organization's concerns. He said if the commission decided to take action, he asked that

action be accompanied by a recommendation that the council consider the issues raised in his letter.

**Robert Emmons, 40093 Little Fall Creek Road, Fall Creek,** President of Land Watch Lane County, expressed his organization's support for the multi-boulevard redevelopment plan proposed by University of Oregon professor Mark Gillem and his landscape architecture class students. He said that instead of single-family houses, the City could encourage the construction of small lot, single-family bungalows, multi-family row houses, and condominiums. He believed that would meet Springfield's needs and eliminate the need for an expansion of the UGB. He spoke to the constraints he perceived to development outside the current UGB, which included agricultural soils, natural areas, and the two rivers. He asserted that those things should be protected as critical to the economy. He believed the UO study showed that Springfield could meet its housing and employment objectives in a way that resulted in a aesthetically pleasing, singular Springfield identity.

**Mia Nelson, 975 West 5<sup>th</sup> Avenue, #5, Eugene,** represented Land Watch of Lane County, t that "by coincidence," she was a hillside developer working exclusively on steep land. She assured the commission there was no barrier to developing 25 percent slopes. She believed that there was an opportunity along Main Street for more affordable housing, and she encouraged the commission to consider that. She referred to a map entitled *Comparison of Springfield's Constraints Mapping to Actual Development in Mountain Gate* that she had provided in her written submission to demonstrate that 25 percent slopes were being developed now. Ms. Nelson asserted that there were lots over 25 percent being developed and she had seen other lots over 40 percent in the Thurston hills being developed. She said that she had seen such development occur on lots of 6,000 square foot lots or smaller. Ms. Nelson said the City identified 956 unconstrained acres; the constrained land was over 1,300 acres, and she had attempted to find out how much was due solely to slope but had not yet seen those numbers. She estimated that amount at 1,000 acres. Ms. Nelson acknowledged the City had the legal right to exclude those lands from the inventory but she asserted that it was the commission's job to decide if that was the community's vision. She said she could understand doing that if it was unbuildable but it was buildable and would continue to be built on. That would result in an overly large UGB expansion onto farmlands. She advocated for building on slopes rather than farmland. While she acknowledged that the Willamalane Parks and Recreation District plans called for a higher level of service, she believed the park land per 1,000 was too high because it was higher than the city currently had.

**Michael Farthing, PO Box 10126, Eugene, Oregon,** said he represented himself and Gordon Webb, who owned 585 acres split by the UGB and the new Bob Straub Parkway in the so-called "elbow area." Mr. Farthing concurred with the comments of Commissioner Lee Beyer that the estimates were conservative. He believed that Springfield would need more land for urban development over the next 20 years, and if the City adopted the analysis it would be revisiting it in the future. Mr. Farthing questioned the nature of the document in question. He believed it was a direct response to a statutory requirement imposed in House Bill 3337, and it was a stand-alone

document. He likened it to a public facilities plan. He assumed that it was also the City's buildable land inventory.

Referring to the efficiency measures (Attachment 4), Mr. Farthing said he assumed that the measures were included for informational purposes as they were not part of the document.

Mr. Farthing expressed confusion about whether the 2030 Refinement Plan would be Springfield's comprehensive plan once the split from Eugene occurred. He also asked if the plan would be based on the existing UGB, with land added on to meet the projections in analysis. He assumed that the Springfield 2030 Refinement Plan Residential Land and Housing Element Policy Development was part of the refinement plan.

Mr. Farthing said that his client had some very steep slopes on his property, but he could envision that the property could be used to complete the ridgeline trail or a park area if included inside the UGB. It would never be developed. He asked if the commission had the flexibility to include land in the UGB that was only intended for parks.

## **REBUTTAL FROM STAFF**

Chair Kirschenmann called for staff response to testimony.

Mr. Mott said that while the document itself would not amend anything, many people spent time and effort on it. He wanted the commission to be comfortable about the document and its utility. He believed it could assist Springfield with substantive land use decisions that must be made in the future. Speaking to the nature of the 2030 refinement plan, Mr. Mott said that in July 2009, the elected officials agreed that the Metro Plan was the Eugene-Springfield comprehensive plan and directed staff to move forward with some changes to make it more relevant. The elected officials could have done away with the plan and decided instead to amend it to make the document they needed to have. He anticipated that the Springfield Refinement Plan would be an element in the Metro Plan. It would have its own UGB and inventories that validated the location of the UGB.

Mr. Mott indicated that another meeting could be scheduled if the commission felt it needed more time to consider the testimony it had received.

## **QUESTIONS FROM THE COMMISSION**

Responding to a question from Commissioner Moore, Ms. Pauly directed her to Attachment 1-71, which discussed the land needed for other uses, including parks and open space. The estimate used a standard of 14 acres per 1,000 people, which was established in the parks district comprehensive plan. She referred the commission to the bottom of Attachment 1-73, which included information provided by Greg Hyde of Willamalane and spoke to the deficit identified by the plan (130 acres) to serve the population in 2002 at the level of service identified; since then, the district had reduced the deficit to 93 acres. Factoring in population growth between 202 and 208, the district



identified a need for an additional 57 acres, and an overall need for 150 acres of parkland to serve the population in 2008 at the 14 per 1,000 level.

Commissioner VanGordon asked if Willamalane's planning took into account constrained land. Ms. Pauly was unsure, but did not think the district's plan differentiated between land types. She said that sloped lands could accommodate facilities such as trails, but could not accommodate buildings or fields.

Commissioner VanGordon asked staff to discuss development on steep slopes. Mr. Mott said that Springfield had a combination of slopes and soils that were challenging to work with. Springfield did have development on sloped land, and the Mountain Gate development was the most recent example of that. Part of it was so steeply sloped that some was dedicated to Willamalane. He said he could secure an analysis from the Engineering and Building divisions about the additional development and construction requirements that exist in steeper slopes areas. He said that the Mountain Gate development approval process took about seven years, and the most significant issue was figuring out how to accommodate the ground water and surface drainage. He noted the soil movement that had occurred in the development, becoming newsworthy. Mr. Mott said that there was a different standard for developing in the hills, and the code recognized that through such things as larger lot sizes. The intent of those standards was to minimize the downhill effect of the cut and fill required for construction. He said that the City could reexamine its standards and revisit such things as street widths in sloped areas to reduce the amount of cut and fill. He pointed out that such developments typically filled a higher income need; there were few affordable housing developments proposed for sloped steps because of the cost of infrastructure and construction and because such land could accommodate fewer units. Mr. Mott acknowledged that he did not know the differential cost of construction for the different slopes or at what point development was no longer feasible.

Ms. Pauly emphasized that, contrary to testimony, the City was counting all platted lots, even those over 25 percent, in the inventory.

Commissioner Moore asked if the commission had been provided with information on the Main Street redevelopment project. Ms. Pauly indicated that Mr. Grier had presented that information to the Commercial Industrial Buildable Lands Stakeholder Committee but not to the commission. Commissioner Moore expressed interest in the proposal and suggested the potential of holding the item over for more discussion and to secure the input of commissioners not able to be present.

Ms. Pauly said that staff had identified the Main Street corridor as a future planning study in the Springfield 2030 Plan; that effort had not been prioritized by the council yet. Staff had done some work with EcoNorthwest to examine the market for nodal development in Springfield, and the Main Street nodes were not considered ripe for development at that time. The City had prioritized nodal development areas in Springfield based on that analysis, and subsequently Springfield went forward with the RiverBend, Mohawk, Downtown, and Glenwood nodes. Staff believed more planning work needed to be done

in the area and she envisioned a large project on the scale of Glenwood due to the many plan-zone conflicts that existed along Main Street. She anticipated that staff would present the commission with a proposal for some plan redesignations that in some cases would resolve plan-zone conflicts by proposing a change to the plan designation to match the zoning, and vice versa. She envisioned that process would need considerable stakeholder involvement due to the legal issues involved.

Commissioner VanGordon asked how the Commercial Industrial Buildable Lands Stakeholder Committee responded to the UO proposal. Ms. Pauly said that the committee did not look at the proposal in detail. She said the committee was aware of the potential for redevelopment along the corridor, particularly if EmX was added to Main Street as planned, but currently the City was focused on the EmX corridors in downtown and Glenwood.

Responding to a question from Commissioner Kirschenmann about Ms. Nelson's information request, Ms. Pauly said that Ms. Nelson requested information segregating the 25 percent and greater slopes constraint from the total constraints category. The City was not required to do that as part of its analysis, and the manner in which EcoNorthwest had addressed the constraints analysis was consistent with State law. She pointed out that constrained areas overlapped in some cases; that is, wetland constraints could overlap with riparian area constraints.

Ms. Smith noted the written submissions from Al Johnson and the Department of Land Conservation and Development, and suggested that they raised issues that the commission would be addressing down the road.

Responding to a question from Commissioner Smith, Ms. Pauly said that the land along the East Main Street Corridor was being counted in the commercial inventory; there were some residential designations along the corridor, but the majority of the properties were designated as commercial and industrial. Examination of those lands were being deferred to a future study. The statute called for City to include new measures in its comprehensive plan that demonstrably increase the likelihood that residential development would occur at the densities envisioned in the plan. She said that it was great to have a long-term vision of what the City would like to see on Main Street, but must demonstrate it was feasible. If the City had studies to the contrary that directed it to focus its redevelopment efforts on areas where it could demonstrably demonstrate feasibility. The City had development proposals for Glenwood that clearly demonstrated that someone thought that development at higher densities was possible.

Commissioner Moore said it did not appear that adoption of the analysis by the commission meant the City would immediately expand the UGB by the amount identified as needed. Ms. Pauly agreed. She said that the analysis was merely the baseline analysis that projected what the City could expect under current plan policies and plan designations. Ms. Smith added that the inventory was an inventory of what the City had and what it needed for the next 20 years. It did not mean that the UGB would be expanded by acreage equal to the identified need.

Commissioner VanGordon said he was comfortable taking action.

Commissioner Kirschenmann closed the public hearing.

## **DISCUSSION OF THE PLANNING COMMISSION**

Commissioner Kirschenmann also felt comfortable taking action on the plan. He supported redevelopment and respected farmland, and thought the City of Springfield was a good steward of the land. He agreed with Mr. Farthing that the City might have to revisit the figures, which he found conservative, but supported moving forward with what had been presented.

**Commissioner Smith, seconded by Commissioner Van Gordon, moved to accept the Springfield Residential Land and Housing Needs Analysis (LRP2007-00030) as supplemented by the addendum to Springfield Residential Lands Needed Analysis, as it is consistent with ORS 197.296 Chapter 3 and consistent and in compliance with the City's obligation under Chapter 650. In particular, the inventory, analysis, and determination required under ORS 197.296; the analysis was done in the timeline specified in ORS 197.304(3). This action is forwarded by the Springfield Planning Commission as a recommendation in support of these documents satisfying the City's obligation. The motion passed unanimously, 4:0.**

## **BUSINESS FROM THE DEVELOPMENT SERVICES DIRECTOR**

- Mr. Grile invited the commission to attend a presentation by Terry Moore of EcoNorthwest on October 28, 2009, at 1:30 p.m. at the Lane County Court House. The presentation would touch on the subject discussed by the commission that evening and related subjects.

## **REPORT OF COUNCIL ACTION**

- Mr. Mott reported that the City Council adopted the amendment providing for the viaduct required for the bicycle path in Glenwood. Eugene had already acted, and the Board of County Commissioners had yet to take action. The council also extended the systems development charge deferral until March 1, 2010, and would revisit the subject at that time. The council also discussed a transfer of parkland at the Oxbow Park to the McKenzie River Trust, which intended to restore the area for salmon spawning habitat. He said that Ms. Moore was also reappointed to the commission for a four-year term.
- Mr. Mott reported on an upcoming combined stakeholder meeting on November 18 to hear a report from the consultants on the development concepts for Glenwood and downtown.

Mr. Mott suggested that there was a huge gap between what was theoretically possible in terms of density and redevelopment and was practically possible in that regard. He

believed that if the City actually saw some redevelopment in Glenwood at higher densities, it would signal to residents that things were changing and that there was interest in a different model of housing that was acceptable. He thought that success in that location would result in other proposals along transportation corridors. Mr. Mott said that the City had an obligation not to simply throw something out and say, “well, it will fit, so it’s going to happen.” Springfield had no history to prove that type of development would succeed. The single example required a consider subsidy and while it served a critical purpose, he did not think it would result in 2,200 Royal Buildings. However, it spoke to an element of the community that could be underserved., that is, people who want to live in Glenwood in high densities and use transit to get around. However, Glenwood was a very different area than the area of Main Street in question. There had been gradual changes, but they were unique to the time and place they occurred.

Mr. Mott said the UO students’ vision was an entirely different environment than that existing now, and an entirely different Springfield. He did not know if it was realistic to expect such development would be the norm in Springfield in 20 years. Mr. Mott said the City did not want to dismiss ideas that might be premature now but could work later, but it had a constituency of 58,000 people and the City had not shared that vision with any of them, outside the presentation to the committee. The City had not contacted property owners to discuss if they wanted to participate in a proposal that resulted in 10,000 dwelling units where there was 3,000 now. Ms. Pauly added that there were no amenities on Main Street, while Glenwood had the river. In addition, there were already urban renewal districts in Glenwood and downtown, and because those mechanisms were in place, staff believed Springfield could count a higher percentage toward redevelopment.

Mr. Mott suggested that Glenwood had additional redevelopment possibilities to house local government entities. Glenwood was a central location and a good spot for people to live and work. Commissioners briefly discussed the potential of the UO shifting operations in that direction.

### **BUSINESS FROM THE COMMISSION**

- There was none.

### **ADJOURNMENT**

- The meeting was adjourned at 8:30 p.m.

Minutes recorded by Brenda Jones

RESOLUTION NO. \_\_\_\_\_

A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ADOPTING THE 2009 PRELIMINARY SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS, FULFILLING ITS STATUTORY OBLIGATION TO "COMPLETE" THE PRELIMINARY INVENTORY, ANALYSIS AND DETERMINATION BEFORE JANUARY 1, 2010.

**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 "inventory, analysis, and determination required under ORS 197.296(3)" is a preliminary determination of capacity; and

**WHEREAS**, the inventory, analysis, and determination required by ORS 197.296(3) is based upon recent trends; 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**, formal adoption of the preliminary inventory, analysis, and determination" by a resolution recognizing the nonfinal nature of this preliminary step meets the express requirement of HB 3337 that the city "complete" this step by January 1, 2010; and

**WHEREAS**, the Springfield City Council had previously directed staff to begin a 20-year residential lands study pursuant to ORS 197.296 in December, 2005; and

**WHEREAS**, to complete the preliminary inventory, analysis, and determination required by HB 3337, the City of Springfield commissioned ECONorthwest to prepare a Residential Land and Housing Needs Analysis outlining Springfield's housing needs for the next 20 years; and

**WHEREAS**, Springfield has conducted the Residential 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 LRP2007-00030; and

**WHEREAS**, timely and sufficient notice of the public hearing, pursuant to Springfield Development Code Section 5.2-115, has been provided; and

**WHEREAS**, on October 20, 2009, a public hearing on the Springfield Residential Land and Housing Needs Analysis was held before the City of Springfield Planning Commission and the Development Services Department staff report, the oral testimony, letters received, written submittals of the persons testifying at the hearing, and the public record for file # LRP2007-00030 have been considered and hereby are incorporated into the record for this proceeding.

**WHEREAS**, on October 20, 2009, the City of Springfield Planning Commission made a recommendation to the City Council to approve the determination set forth in the Springfield Residential Land and Housing Needs Analysis; and

**WHEREAS**, the Springfield Residential Land and Housing Needs Analysis is consistent with ORS 197.296(3) as described in the attached staff report; and

**WHEREAS**, adoption of the initial stage housing needs determination does not include adoption or amendment of an urban growth boundary or the adoption or amendment of any comprehensive plan policies or designations; and

**WHEREAS**, adoption of the final 2030 Springfield Residential Land and Housing Needs Analysis will occur when the Springfield City Council and the Lane County Board of Commissioners adopt the Springfield 2030 Refinement Plan, a refinement plan of the Eugene-Springfield Metro Plan.

**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 Residential Land and Housing Needs Analysis, as submitted and revised in the course of these proceedings presented herein at (Case No. LRP 2007-00030), and attached hereto as Exhibit "A." (Revision date December 1, 2009).

**ADOPTED** by the Common Council and approved by the Mayor of the City of Springfield, Oregon, this \_\_\_\_<sup>th</sup> day of \_\_\_\_\_, 2009.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
ATTEST:

**REVIEWED & APPROVED**  
AS TO FORM  
  
DATE: 12/7/09  
OFFICE OF CITY ATTORNEY

**RECEIVED**

**NOV 30 2009**

**CITY OF SPRINGFIELD  
CITY RECORDER**

November 25, 2009

Mayor and Common Council  
City of Springfield  
225 5<sup>th</sup> Street, Springfield, OR 97477

The City of Springfield has always been an important part of my life. It is my adopted hometown and I care for its prosperous future. It is in this spirit that I write this letter.

On December 7, 2009, you will make the first of several decisions that will determine the future shape of our proud community. Adoption of the Residential Lands Analysis will facilitate the separation of Urban Growth Boundaries by Springfield and Eugene as required by House Bill 3337. Over the following months, you will be asked to accept other studies and reports as well as initiate a specific refinement plan – all to result in an amended UGB for Springfield in the spring of 2010.

Even though you are on the final journey towards increased jurisdictional autonomy, please remember that it took many years to reach this point. The Metro Plan has been a useful document in some respects over the years but it has also thwarted Springfield's community development efforts on significant projects over the past 20 years. There is no need to recite examples in this letter – just suffice it to say that the State Legislature would not have endorsed HG 3337 unless there had been some well known “political” struggles.

Until recently, I had believed that once political barriers were removed thru conformance to HB 3337, Springfield could go about creating its preferred future- that many of the hopes and dreams as outlined in past “Springfield Tomorrow” documents could finally be pursued. However, I am now beginning to wonder whether Springfield truly will embrace the current opportunity to build its preferred future – one which provides ample economic and housing choices for all whom desire to call Springfield home. Over this past year, there seems to be a growing fear of litigation if Springfield dares to accomplish what was hoped for by many citizens when HB 3337 was passed.

There is little question that Springfield's final recommendations on any type of UGB expansion will not end up in litigation between Springfield and Lane County and/or other organized slow growth advocates. There is a process outlined in law for significant community development differences to be argued and resolved at the State level and that debate is currently occurring all over Oregon. The goal, then, should not be to try to avoid litigation by neutering community development objectives in your upcoming decisions but rather advocate for Springfield's best quality growth future and then fight hard for its success in the courts.



Mind you, I am not suggesting Springfield “overreach” its reasonable growth objectives. In the current legal environment, it would be foolhardy and expensive to do this. Rather, I am suggesting that we recognize Springfield has already incorporated fair and conservative assumptions into the various growth studies and reports and further compromise is unnecessary.

Here are two examples:

- (1.) In the ECONorthwest Preliminary Results of Residential Land Needs Analysis dated 4/3/09, they highlight the fundamental importance of an unbiased and valid population projection for determining Springfield’s 20 year housing needs. Yet, because of a strong bias on the part of Lane County, Springfield was unable to adopt a valid population projection for 2030 which was prepared in 2007. Rather, Springfield was forced to conduct a population projection coined “safe harbor forecast” which produced a 2030 population figure well over 3000 people less than the low range forecast prepared in 2007.
- (2.) In this same report, ECONorthwest states they are using an average residential density of 7.2 dwelling units throughout the upcoming 20 year planning period. They are using this figure even though they report that Springfield’s density between 1999 and 2009 was 6.5 dwelling units per net acre. This represents a 10% increase in density for all future residential development.

While I personally would prefer to see less conservative figures used, these assumptions will still result in some modest amount of new residential lands being added to Springfield’s inventory over the next 20 years. However, if over the next few months, Springfield officials also adopt further “efficiency measures” and/or decide to place future schools, parks and open space uses on marginal lands instead of allowing such uses also on buildable lands, it is possible that Springfield will end up with little, if any, new single family residential acreage in its Urban Growth Boundary over the next 20 years. Surely, this is not what Springfield intended when it began its autonomy journey years ago.

During the upcoming months as you make these important decisions, please help keep Springfield’s momentum alive by providing ample economic and housing opportunities for our existing and future citizens. Do not arbitrarily limit choice simply to appease those threatening litigation.

Sincerely,



Michael A. Kelly



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Central Oregon Office • PO Box 242 • Bend, OR 97709 • (541) 382-7557 • fax (541) 317-9129

November 11, 2009

Springfield City Council  
Mayor Sid Leiken  
Linda Pauly, Planning Supervisor  
City of Springfield  
225 Fifth Street  
Springfield, OR 97477

Dear Mayor Leiken, Council Members, and Staff:

Thank you for the opportunity to comment on the Draft *Springfield Residential Land and Housing Needs Analysis* dated August 2009. 1000 Friends of Oregon is a nonprofit, charitable organization dedicated to working with Oregonians to enhance our quality of life by building livable urban and rural communities, protecting family farms and forests, and conserving natural and scenic areas.

1000 Friends of Oregon supports your efforts to plan for Springfield's future and we maintain a keen interest in the outcome of these efforts.

We have reviewed the Draft *Springfield Residential Land and Housing Needs Analysis (RLHNA)*. It is evident that considerable work has gone into the inventory and analysis and the draft document reflects that work. Nonetheless, we have several concerns regarding the document's underlying assumptions and the resulting technical analysis.

At the Planning Commission hearing, several Planning Commissioners also expressed questions and concerns but nonetheless voted to recommend adoption of the *RLHNA* after receiving staff assurances that the analysis was likely to change as the process moves forward. We urge the Council to direct appropriate changes prior to adoption of the *RLHNA*, rather than assume that concerns will be addressed in the future.

In summary, we believe the draft *RLHNA* overestimates the amount of residential land Springfield will need over the planning period, and underestimates the capacity of available lands within the existing UGB to meet those needs, resulting in potential overexpansion of the UGB. In addition, the analysis of "needed" housing does not reflect the need for housing at price and rent ranges commensurate with the financial capabilities of Springfield's households.

A large supply of new urbanizable land for housing and employment beyond the current urban area will undercut Springfield's efforts to revitalize and redevelop the downtown and Glenwood areas and impede potential future efforts to redevelop and revitalize other areas like East Main Street.

A more compact UGB will reduce pressure on resource and other rural lands outside the current UGB, better meet the housing needs of Springfield's anticipated population, reduce

the cost of extending infrastructure beyond the edge of existing development, reduce transportation costs for residents of new housing and better meet the greenhouse gas reduction targets set forth in HB 2186.

We also recognize the additional work the city has done in preparing proposed land use efficiency measures. These measures, if ultimately adopted, may significantly reduce or eliminate the potential overexpansion and will result in a planning structure better suited to Springfield's anticipated needs and aspirations. Nevertheless, it is in the best interests of all that the inventories, assumptions, and need forecasts in the *RLHNA* be as sound as possible. To that end, we offer the following comments:

**1. The draft *RLHNA* underestimates the capacity of available lands within the existing UGB.**

The assumptions and analysis in the draft *RLHNA* apparently underestimate the capacity of available lands within the existing UGB to meet future land needs. The city should consider whether lands described below have capacity to provide for future land needs.

Land within the Public Land and Open Space Zoning (PLO) District

The draft *RLHNA* assumes that all land needed for future parks, open space, government offices and operation, schools, churches, cemeteries, etc. will require residential land. As a result, it apparently only considers the availability of residentially-zoned land to meet these needs. Lands in the PLO zone should also be inventoried and considered to determine their capacity to meet these non-housing needs.

Large areas of the city are zoned PLO. Section 3.2-705 of Springfield's Development Code provides:

3.2-705 Establishment of the Public Land and Open Space (PLO) District

**A.** Establishment of the PLO District includes the following categories:

1. Government uses, including public offices and facilities;
2. Educational uses, including high schools and colleges; and
3. Parks and open space uses including, publicly owned metropolitan and regional scale parks and publicly and privately owned golf courses and cemeteries.

**B.** The PLO District shall also be permitted on properties designated other than Public and Semi-Public as specified in the Metro Plan, a refinement plan, or plan district.

The analysis apparently fails to examine or consider the capacity of land within the PLO district to meet public and semi-public future needs.

### Other Publicly-Owned Land

The draft *RLHNA* classifies public and semi-public land as generally unavailable for development.<sup>1</sup> These excluded lands apparently include the 115-acre Booth-Kelly mixed-use site and a city-owned 65-acre site in East Springfield.<sup>2</sup>

The **Booth-Kelly mixed-use plan district** encourages a variety of uses, including residential and recreational uses.<sup>3</sup> The residential uses allowed in this zone include cluster subdivisions, condominiums, and multi-family. The public and semi-public uses allowed in this district include clinics, athletic fields, parks and playgrounds, community centers, government offices and a variety of other social and institutional uses.<sup>4</sup> Therefore, it is reasonable to assume that these 115 acres have capacity to provide for future land needs.

**The city-owned 65-acre site in East Springfield** is apparently undeveloped and potentially available for a variety of the public land needs identified in the draft *RLHNA*.

The analysis should examine the capacity of these lands to meet future residential, public and semi-public needs.

### Other Mixed-Use Zones

The draft *RLHNA* may not adequately consider the residential capacity of other land zoned for mixed-uses in the existing UGB. The draft *RLHNA* considers the residential capacity of the Glenwood Mixed-Use area. The city has numerous other areas in mixed-use residential or mixed-use commercial zones. Both these zones permit and encourage a mix of residential uses. Many of these areas do not appear on the map of lands inventoried in the draft *RLHNA* (Map 3-1) and it is not apparent that their capacity to meet future residential land needs has been analyzed.<sup>5</sup>

### Constrained Land

The draft *RLHNA* assumes all residentially zoned land with slopes greater than 25% is unbuildable land with no capacity to meet identified land needs. This assumption underestimates the capacity of these lands for the following reasons.

Section 3.3-500 of Springfield's Development code explicitly allows residential development on much of this land at lower densities and also allows transfer of development rights to other areas with lesser slopes.

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<sup>1</sup> The draft *RLHNA*, p.10

<sup>2</sup> The draft *RLHNA*, p.65

<sup>3</sup> Springfield Development Code, section 3.4-305

<sup>4</sup> Springfield Development Code, section 3.4-320

<sup>5</sup> For example, land zoned for mixed use commercial and mixed-use residential in the general vicinity of Mohawk Blvd and J and M Streets, including large surface parking lots; land zoned mixed-use residential in the vicinity of S. 11<sup>th</sup>.

While the assumption of zero capacity for housing may be allowed under Oregon's administrative rules, it is not required. A more accurate estimate of the capacity of the existing UGB would assume that development will continue to occur in these areas, consistent with the development code and with current and historical trends.

In addition, these lands can likely accommodate some portion of Springfield's future park needs, since not all parkland must be buildable land. (see section 2 of these comments).

### Apparent Discrepancy Between Acreage And Capacity

The draft *RLHNA* contains an unexplained discrepancy between the amount of buildable land identified in the low-density residential zone and its capacity to accommodate housing at stated densities.

Table 6-1 identifies the amount of land needed for new housing by plan designation over the plan period. Table 6-4 identifies needed densities by plan designation. Table 6-4 states that needed density in the low-density residential zone is 5 dwelling units per gross buildable acre.

Table 6-1 identifies a need for 3,468 dwelling units in the low-density residential zone. At 5 units per gross acre that should require 694 gross acres. (3,468 divided by 5 equals 693.6). Instead, Table 6-1 identifies a need for 766 gross acres to accommodate these units, 72 acres more than the actual need. This is a density of only 4.5 units per gross acre, much less than the identified needed density. Similar discrepancies do not occur in the other residential zones listed in Tables 6-1 and 6-4.

This discrepancy should be reconciled in a manner that assures development capacity in the low-density residential zone occurs at needed densities. This issue is discussed further in section 3 of these comments.

## **2. The draft *RLHNA* overestimates the amount of residential land Springfield will need during the planning period.**

The draft *RLHNA* underestimates the capacity of residential land within the existing UGB in the various ways outlined above. Despite this, it still shows a surplus of buildable residential land to meet housing needs. It identifies 824 buildable acres within the existing UGB and projects that 705 of these acres will be needed for housing, leaving a surplus of 119 acres.<sup>6</sup>

However, the analysis also identifies a need for large amounts of other buildable residential land, especially for parks, that would result in a sizable overall deficit of land. The draft *RLHNA* overestimates both this additional public and semi-public land need and the amount of land needed for housing.

### Public And Semi-Public Land Needs

The draft *RLHNA* the amount of buildable residential land needed for public and semi-public land needs.

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<sup>6</sup>The draft *RLHNA*, Tables S-3, S-4, 6-3 and 6-4.

As a safe harbor, under OAR 660-024-0040 a local government may estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres needed for housing. Instead, the draft *RLHNA* identifies a need for nearly triple the amount of land that would be allowed under the safe harbor approach. Table 5-30 of the draft *RLHNA* identifies a need for 752 net residential acres for housing. Using the safe harbor, Springfield would need another 188 acres (25%) for streets and roads, parks, and schools, combined.

Instead, the *RLHNA* identifies a need for another 23% or 175 acres just for streets and roads for a total of 927 gross buildable acres.<sup>7</sup> In addition to the 175 acres of additional land for streets and roads identified in Table 5-30, the draft *RLHNA* (Table 6-2) then adds another 357 acres for parks and 14 acres for schools for a total of 559 acres. This is 74% of the identified net buildable acres needed for housing, nearly triple the amount for roads, streets, parks, and schools than would be allowed under the safe harbor approach. This raises questions regarding the validity of the underlying assumptions.

### Parkland

1000 Friends of Oregon supports adequate parks and open spaces in urban areas. Adequate green infrastructure is a key component of community livability. Springfield will undoubtedly need additional parkland over the planning period. However, the amount of needed park land identified in the draft *RLHNA* is unrealistically large. When coupled with the assumption that all park needs must be met on buildable acreage, this assumption inflates the estimate of needed land.

The draft *RLHNA* identifies a need for 357 acres of additional parkland during the planning period. A comparison to the amount of land needed for housing suggests this assumption is unrealistic. A need of 752 net buildable acres for housing is forecasted. If 357 acres of park land were developed, every third block or so would be a park. While so much parkland may be desirable, this outcome seems implausible.

The draft *RLHNA* also assumes that all parkland must be buildable land. We are unable to find an explanation for this assumption and it seems faulty. A comparison of Springfield's zoning map to the constraints map in the draft *RLHNA* shows that extensive amounts of Springfield's existing parkland utilizes unbuildable land. Many of the types of needed parks identified in the *Willamalane Park and Recreation Comprehensive Plan* are for natural areas that are particularly well-suited to riparian, wetland, and sloped areas. In fact, among the key performance measures identified in the *Park and Recreation Comprehensive Plan* are:

- Acres of natural-area parks per thousand residents provided by the District.
- Percentage of park sites with significant natural resources which have a natural resource management plan.<sup>8</sup>

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<sup>7</sup> The 927 gross acres identified in Table 5-30 of the draft *RLHNA* grows to 959 gross acres in Table 6-1. 9 acres of the increase is attributable to group quarters. The rest of the increase is unexplained.

<sup>8</sup> *Willamalane Park and Recreation Comprehensive Plan*, p 80

For these reasons, it is reasonable to assume that some portion of future park needs will utilize unbuildable land as well as buildable land.

This is especially true since buildable land is far more expensive to acquire than unbuildable land. There is no proposed funding mechanism to purchase this many buildable acres for parks, nor any measures proposed to protect this acreage for eventual park use. Therefore, a large portion of the UGB expansion purportedly for parks is likely to instead develop with residential uses.

Finally, the draft *RLHNA* has apparently underestimated the amount of existing park land available within the Willamalane district boundary. Table 6-2 identifies 563 acres of existing parkland. This is less than, and inconsistent with, the *Willamalane Park and Recreation Comprehensive Plan*, which states:

Within its current boundary, the District manages approximately 680 acres of land in 31 parks and open spaces and two undeveloped properties... Residents also have limited access to more than 300 acres of facilities and open space owned by Springfield School District 19.<sup>9</sup>

The draft *RLHNA* may have failed to consider the undeveloped park land already owned by the district. Undeveloped park land includes:

#### **Undeveloped Parkland**

In addition to its developed parks, the District has acquired properties for open space and future park development:

- Georgia-Pacific property [125 acres]
- Pierce property [5.5 acres]<sup>10</sup>

In addition to the 680 acres identified in the plan, Springfield has acquired 37 acres of park land between 2002 and 2008.<sup>11</sup> Thus, Springfield has an apparent total of 717 acres of developed and undeveloped park land, some 154 acres more than the 563 acres identified in the draft *RLHNA*.

Springfield also has limited availability of 300 acres of facilities and open space owned by the school district and identified in the *Park and Recreation Comprehensive Plan*. The draft *RLHNA* fails to consider these existing shared facilities and fails to consider the potential for future additional shared facilities, despite the emphasis placed upon such facilities in the *Willamalane Park and Recreation Comprehensive Plan*:

In this Comprehensive Plan, Willamalane proposes to continue to expand these collaborations and strengthen existing collaborations. One of the key strategies will be to expand the number of school/park projects in order to help meet Springfield's neighborhood park needs...

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<sup>9</sup> *Willamalane Park and Recreation Comprehensive Plan*, p 1

<sup>10</sup> *Willamalane Park and Recreation Comprehensive Plan*, p A-46

<sup>11</sup> The draft *RLHNA*, p. 65, footnote 25

By working with SD 19 to improve existing school sites, the District will expand the quality and quantity of recreation opportunities available in neighborhoods without costly land acquisition.

In addition to existing school sites, future school sites could be developed to maximize recreational opportunities as well as meet educational needs.<sup>12</sup>

In summary, any deficit of buildable land for parks is smaller than assumed in the draft *RLHNA*. The capacity of existing lands may be greater than the inventory reflects. Additionally, a portion of any parkland deficit can be accommodated on unbuildable land.

### Double-Counting Of Certain Uses

The draft *RLHNA* assigns residential land needs to several categories of land uses that are also counted in the draft *Commercial and Industrial Buildable Lands Inventory*. These include city offices, state facilities, work space for teachers and other school employees, other government workers, hospitals and their employees, etc. Some of these uses and employment will locate on commercial and industrial land; some will locate on residential land. The two inventories and forecasts must be reconciled to avoid double-counting of these land needs.

### Group Quarters

The draft *RLHNA* underestimates the number of new persons likely to be housed in group quarters when compared with historical trends. This has a minor impact on the amount of overall needed acreage, but a potentially large impact on Springfield's ability to provide for the housing needs of its future population; specifically, the population that will be housed in group quarters.

Table 5-2 shows that between 1980 and 1990 Springfield's population grew by 3,062 people and its population housed in group quarters grew by 114. 3.7% of the new population between 1980 and 1990 was housed in group quarters.

Between 1990 and 2000 Springfield's population grew by 8,181 people and its population housed in group quarters grew by 337. 4.1% of the new population between 1990 and 2000 was housed in group quarters. The percentage of the total population housed in group quarters tripled between 1980 and 1990.

The draft *RLHNA* assumes that only 1% of new persons will reside in group quarters, most in assisted living facilities.<sup>13</sup> This assumption is unrealistically low, given historical trends and the forecast by age for Lane County that groups 65 years and older and 45-64 years will grow at the fastest rates.<sup>14</sup> In order to provide for the future needs of its residents, the forecast of new persons residing in group quarters should be revised upwards. This will also result in a minor reduction in the acreage needed for residential uses.

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<sup>12</sup> Willamalane Park and Recreation Comprehensive Plan, p 15

<sup>13</sup> The draft *RLHNA*, p. 28

<sup>14</sup> The draft *RLHNA*, p. 37



### 3. The Analysis Of “Needed” Housing Does Not Reflect The Need For Housing At Price And Rent Ranges Commensurate With The Financial Capabilities Of Springfield’s Households.

The analysis of “needed” housing in the draft *RLHNA* does not reflect the need for housing at price and rent ranges commensurate with the financial capabilities of Springfield’s households. This not only leads to a conclusion that more land is needed than would be the case for a more affordable housing mix, it also leads to a land use plan that is less likely to meet the needs of Springfield’s present and future population. We believe revisions to the analysis will better serve the community’s long-term interests.

We recognize that the various “efficiency” measures proposed by staff, along with others that may be proposed, may increase the likelihood that “needed” housing will be provided. Nonetheless, it is essential that a sound baseline analysis be provided, compliant with Goal 10.

Under HUD guidelines, households spending over 30% of their income on housing experience “cost burden.”<sup>15</sup> Table 5-20 indicates that in 2000, 36% of Springfield’s households suffered housing cost burden. The draft *RLHNA* also concludes that:

- About 20% of Springfield households could not afford a studio apartment according to HUD's estimate of \$478 as fair market rent;
- Approximately 45% of Springfield households could not afford a two bedroom apartment at HUD's fair market rent level of \$735...<sup>16</sup>

And:

[I]n 2000 Springfield had a significant deficit of more than 2,200 affordable housing units for households that earn less than \$15,000 annually. Housing prices have increased significantly in the past five years; the affordability gap for lower income households has probably increased considerably.<sup>17</sup>

As shown in the draft *RLHNA*, the historical mix of housing-types developed in Springfield has not met and will not meet the housing needs of Springfield’s residents.

The “mix” of needed housing identified in Table 5-31 - 54% single-family detached, 1 % MH in parks, 8% SF attached and 37% multi-family - represents a modest shift towards more affordable housing types. It is not clear that the shift is sufficient to not only meet the future needs of Springfield’s residents but also to address the existing “affordability” gap.

The problem may be compounded by several faulty assumptions that appear in Table 5-29.<sup>18</sup>

First, in Table 5-29 the analysis apparently misidentifies HUD income levels by labeling households making only 80% or more of median-family income (MFI) as “Upper-Middle”

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<sup>15</sup> The draft *RLHNA*, p. 50

<sup>16</sup> The draft *RLHNA*, p. 51

<sup>17</sup> The draft *RLHNA*, p.52

<sup>18</sup> The draft *RLHNA*, p.52

income, households making only 50% to 80% of MFI as “Lower Middle” income, households making less than half of MFI (30-50% of MFI) as “Low” income, and households making less than 30% of MFI as “Very Low”. The definitions of these income categories are inconsistent with definitions found in HUD publications, which are:

- Extremely low-income (0 percent to 30 percent of median family income)
- Very low-income (more than 30 percent up to 50 percent of median family income)
- Low-income (more than 50 percent up to 80 percent of median family income)
- Above low-income (more than 80 percent of median family income)<sup>19</sup>

Second, in Table 5-29 the analysis apparently assumes that households making less than half of MFI will generally find adequate housing without government assistance, as long as they have household incomes over 30% of MFI. Such an assumption seems inconsistent with the underlying analysis because these very low-income households have historically had difficulty finding adequate housing in Springfield at price and rent levels commensurate with their financial capabilities.

Third, in Table 5-29 the analysis assumes that lower income households reside in used housing. This “trickle-down” theory could lead to the conclusion that new housing need not be provided for them, skewing the determination of the housing mix and densities needed in new residential development.

However, the mix of housing types is just one flaw in the draft analysis. Another flaw in the draft analysis is the allocation of housing units by zoning district.

Table 5-31 allocates 58% of needed housing units to the low-density residential zone, even though only 54% of “needed” housing is for single-family detached units. Single-family detached units are the only housing type permitted outright throughout the zone.

In contrast, only 30% of needed housing units are allocated to the medium -density zone and 12% to the high-density zone. In these zones, even though single-family dwelling units are an outright permitted use, the analysis assumes that zero will be built.

The likely result is clear. The 58% of the units allocated to the low-density zone will almost all be single-family detached, since that is the only housing type permitted outright throughout the zone and a significant percentage of the housing units allocated to the medium and high density zones will also be single-family detached units, since they are also an outright permitted use in these zones. As a result, even the modest changes in housing mix that the analysis says are “needed” are not likely to be achieved. Far more than 54% of new units will be single-family detached and far less than 46% will be more affordable housing-types.

Finally, the allocation of actual types of housing units is inconsistent with the mix of housing types that the analysis found to be “needed.”

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<sup>19</sup> <http://www.huduser.org/Publications/pdf/intergenerational.pdf>

The draft *RLHNA* determined that the overall needed housing mix is 60% single-family (including manufactured and single-family attached units) and 40% multi-family.<sup>20</sup> The actual mix allocated in Table 5-31 is 63% single-family and 37% multi-family. Thus, the actual allocated mix of housing-types is inconsistent with the needed housing mix determined by the analysis.

For these reasons, we believe a revised analysis reflecting a more affordable mix of housing types and densities will better serve Springfield's future needs and better comply with Goal 10.

#### 4. Conclusion

We recognize the considerable work that Springfield has undertaken in producing the Draft *Springfield Residential Land and Housing Needs Analysis* and we support your efforts to proactively plan for Springfield's future. Additional work remains and it is our hope that the final product is one we can support. We hope these comments are helpful in achieving that outcome. Please include them in the official record of these proceedings and provide us with written notice of any decisions and/or future hearings in this matter.

Sincerely,



Sid Friedman  
1000 Friends of Oregon  
189 Liberty Street NE, #307A  
Salem OR 97301

Cc (electronic):

DLCD  
Lane County Board of Commissioners  
Lane County Planning Department

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<sup>20</sup> The draft *RLHNA*, p.61

Community Recreation Center, 250 S. 32nd St., Springfield OR 97478-6302  
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**TO:** Greg Mott  
**FROM:** Greg Hyde  
**DATE:** November 23, 2009  
**SUBJECT:** Springfield Residential Land and Housing Needs Analysis (RLHNA)

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I have reviewed the RLHNA and the written testimony, and have the following responses.

### **GENERAL**

Several of the comments in the testimony can be summarized as expressing a concern that the study is mistaken in assuming that none of the need for additional parkland can be met by land with development constraints such as steep slopes, riparian areas, wetlands and flood hazards.

Response. *Some* of the projected parkland need probably can be accommodated by constrained land. However, based on the information currently available, it is difficult to say how much. Also, it is important to note that not all constrained land is suitable for parkland. To be determined suitable, several factors need to be considered, including access and proximity to neighborhoods.

The RLHNA correctly bases its calculation of needed parkland on the standard of 14 acres per 1,000 people that is adopted in the 2004 Park and Recreation Comprehensive Plan (PRCP). Table A-16 of the PRCP shows that 4 of the 14 acres are for neighborhood parks and community parks. Those park types need to be on unconstrained land because they will be developed with relatively intensive uses such as playgrounds, sports fields and courts, turf areas, and parking.

The remaining 10 acres of the 14-acre standard is for “Other Parkland,” which includes Natural Area Parks, Linear Parks, Special-Use Parks and Sports Parks. The PRCP does not specify how many of the 10 acres/1,000 should be applied to each of these park types. Natural Area Parks are areas managed for both recreational and natural values. They provide opportunities for nature-based recreation such as wildlife viewing and hiking. Improvements are typically limited to such things as trails, trailhead facilities, overlooks, and benches. Eastgate Woodlands is an example. Linear Parks typically provide trails and/or paved pathways and frequently occur along waterways, ridgelines and utility corridors. The West “D” Street Greenway is an example. It may be reasonable to suppose that these two park types can be located largely on constrained land, provided that the land is otherwise suitable and available. However, these park types do typically need to include some unconstrained land for such things as trailhead improvements. Sports Parks are intensively developed and require unconstrained land. Special-Use Parks are loosely defined so it is difficult to

predict their site needs.

## **SPECIFIC COMMENTS**

### Mia Nelson's Testimony

1. Ms. Nelson states (page 2, paragraph 3) that “the three parks planned for MountainGate ... are not recognized as such since this land was zeroed out of the calculations due to being considered ‘constrained’ because of slope.”

Response. It is true that there are plans for parks in the MountainGate development on land that is considered constrained by the RLHNA. However, approximately 27 acres of the MountainGate parkland to which Ms. Nelson refers is already owned by Willamalane. Those 27 acres are accounted for in the RLHNA analysis. (They are included in the 37 acres that the RLHNA deducts from the PRCP-identified 2002 need (see RLHNA footnote 25)). Since those acres are part of the existing inventory of parkland, they are, by definition, not available to meet the need for additional parkland.

2. Beginning in the final paragraph of page 2, Ms. Nelson notes that the Metro Plan Diagram shows large areas of land designated Government & Education (GE) and Public Land & Open Space (PLO). She argues that, if these lands “have any additional capacity, they should be considered fully available to meet future park, school and government land needs.”

Response. Almost all of the PLO land within the UGB is already owned by Willamalane, and therefore is not available to meet the need for additional parkland. A small handful of the PLO sites shown on the Metro Plan Diagram are not owned by Willamalane, but they are generally unavailable and/or unsuitable for park use. One of the sites is part of the Springfield Quarry property owned by Knife River and is not suitable or available for park use. Another is the Laurel Hill Cemetery in Glenwood; also unavailable. Another of the sites is a long narrow tract in the southernmost part of Glenwood, on steep land between the railroad and the freeway. Due to its awkward configuration, poor location and lack of access, this site is probably unsuitable for park use. The large utility corridor (BPA?) running roughly north-south near 58<sup>th</sup> Street is probably unsuitable and unavailable. The Diagram shows some PLO along the “Q” Street Ditch; but there is no opportunity there for park use. A short segment of the Mill Race (between about 28<sup>th</sup> and about 32<sup>nd</sup>) also is designated PLO. It might be logical to allocate a small portion of the future need to this piece, but it is a very small amount.

### Sid Friedman's Testimony

3. On page 2, Mr. Friedman states that the RLHNA analysis fails to examine or consider the capacity of land within the PLO district to meet ... public and semi-public needs.

Response. As discussed above in response to Mia Nelson's testimony, the vast majority of PLO land within the UGB is already owned by Willamalane and included in the existing parkland

inventory. Therefore, it is not available to meet the projected need for additional parkland. Almost all of the remainder is unsuitable and/or unavailable for park use.

4. Also on page 2, Mr. Friedman suggests that PLO land may have capacity to meet the need for land for other public and semi-public uses such as government offices, schools, and churches.

Response. As discussed above, the vast majority of the existing PLO land is already inventoried as meeting the need for parkland. Counting such land as meeting part of the need for other uses would create a corresponding increase in the need for parkland, resulting in no net reduction to the overall need for public and semi-public land.

5. On page 5, Mr. Friedman states that, “the amount of needed park land identified ... is unreasonably large.”

Response. The estimate of needed parkland in the RLHNA is based on the adopted PRCP standard of 14 acres/1,000 people. That standard is not unreasonable or even unusual when compared with those of other Oregon communities. As shown in Table A-16 of the PRCP, the average standard for 45 other Oregon cities surveyed between 1992 and 2002 was over 23 acres/1,000 people, and the average for 2 Oregon cities and 1 park district that were considered comparable to WPRD (Bend Metro PRD, Salem, and Corvallis) was over 14.5 acres/1,000.

6. Also on page 5, Mr. Friedman notes an apparent discrepancy between the PRCP and the RLHNA regarding the amount of existing parkland. He notes that Table 6-2 of the RLHNA identifies 563 acres, while the PRCP mentions 680 acres.

Response. This does appear to be a discrepancy, for which I have no explanation. However, if I understand the RLHNA analysis correctly, the stated number of existing acres is inconsequential in terms of the estimated future need. The RLHNA calculation of estimated 1010-2030 need for additional parkland is explained on pages 64-65. The calculation starts with the PRCP’s estimated 2002 need (150 acres). (The PRCP estimate was based on the correct amount of existing parkland at the time (677.47 acres to be exact)). The RLHNA analysis then subtracts parkland acquired since 2002 (37 acres), then adds estimated additional land (at 14 acres/1,000) needed to meet population growth since 2002 (57 acres), then adds land needed to meet future population growth (207 acres). So, the RLHNA estimate of 563 acres of existing parkland doesn’t actually come into the RLHNA calculation.

7. On page 6, Mr. Friedman notes 300 acres of land owned by the school district, characterizes these acres as shared facilities, and states that the RLHNA should consider them.

Response. This paragraph, when taken in context, seems to imply that the estimated need for additional parkland should be reduced to reflect that some of the school district facilities are or can be shared. It is true that some school properties can mitigate the need for parks by providing recreational open space and facilities such as playgrounds that are at least potentially available for general public use during non-school hours. The PRCP recognizes this and

emphasizes the importance of ongoing and improved cooperation between the two districts to mitigate parkland deficiencies, minimize duplication and maximize public benefit. At the same time, however, because school properties ultimately exist to meet school needs and are not subject to Willamalane control, the PRCP recognizes that it is not prudent to *rely* on this partnership strategy when quantifying future parkland needs.

# SPRINGFIELD 2030 REFINEMENT PLAN

## RESIDENTIAL LAND USE AND HOUSING ELEMENT

*Preliminary Draft: December 31, 2009*

### **OVERVIEW**

The purpose of this chapter is to identify the goals and policies that the City of Springfield, in cooperation with Lane County, has adopted to comply with Statewide Planning Goal 10: Housing. The background material for this analysis is contained in the *Springfield Residential Land and Housing Needs Analysis* prepared for the City of Springfield by ECONorthwest, December 2009 (Appendix A). These policies are supplemental to and refinements of the policies contained in the Eugene-Springfield Metropolitan Plan Residential Land Use and Housing Element (IIIA).

### **HOUSING GOALS AND OBJECTIVES**

#### **HG-1 Plan for Growth and Needed Housing**

The Springfield 2030 Refinement Plan (SRP) must designate sufficient residential land to accommodate Springfield's portion of expected regional housing demand for the plan period 2010-2030. The Urban Growth Boundary must include buildable land to satisfy Springfield's projected housing needs by type and density range as determined in the *Springfield Residential Land and Housing Needs Analysis*. The SRP diagram depicts the locations of existing residential and residential mixed use neighborhoods and establishes locations for future residential development and redevelopment.

Plan policies establish the density ranges and characteristics of neighborhoods and criteria for locating non-residential supporting uses, such as Neighborhood Commercial and Neighborhood Mixed Use land uses within or adjacent to residential districts of the City. The plan designations and policies are specific so as to accommodate the varying housing types and densities identified in the *Springfield Residential Land and Housing Needs Analysis*.

Springfield's residential districts - as depicted in the SRP diagram and as proposed in the SRP Implementation Actions - will provide sufficient capacity for the market to develop adequate numbers of needed housing units to meet expected demand through 2030.

#### **HG-2 Foster Housing Choice and Affordability**

The Springfield 2030 Refinement Plan designates land to provide a range of housing choices for people of all incomes and household types. Projecting the types of housing that will be built for the next 20 years is complex. Housing choices of individual households are influenced in complex ways by dozens of



factors. Springfield’s housing market is influenced by the regional Lane County housing market and is the result of the individual decisions of thousands of households.

The City’s commitment to ensuring that community residents enjoy access to decent housing goes well beyond the statutory requirement to maintain a 20-year supply of residential land within the urban growth boundary. Springfield 2030 Refinement Plan policies have been developed to promote housing choice and affordability. The availability of affordable housing choices for different types of households is a key component of a livable community. The location of housing in relation to jobs, shopping, transportation and other services significantly impacts quality of life.

### HG-3 Encourage Housing Diversity & Quality

The demographic make-up of households in Springfield is changing. The average age of city residents is increasing, and fewer households have children. Household size has continued to shrink, though more slowly in the 1990’s than in previous decades. Single-family houses continue to be the preferred housing type of many households, but these dwellings have become increasingly expensive and are now out of reach for many Springfield’s residents. Policies in this section address both the development of new housing and the adaptation of existing housing to meet the needs and preferences of the current and expected residents of the city. Despite trends, the City wants to encourage home ownership opportunities in order to promote a sense of community, encourage investment in housing, and to minimize displacement of low-income residents as neighborhoods redevelop. The City also has an interest in safeguarding the condition and quality of the housing stock and in maintaining attractive and livable neighborhoods.

Springfield’s zoning and development regulations are intended to allow development of housing that will satisfy varied consumer preferences. Many consumers have a strong preference for single-family homes. To some extent, this preference can be met by ground-related units that may be more affordable than detached houses. Ground-related housing types include townhouses, duplexes, triplexes, ground-related apartments, small cottages, accessory units and single-family homes. These housing types provide yards or play areas immediately adjacent to homes, which are important to families with children.

Moderate- and high-density multifamily apartments are needed to help accommodate expected housing demand over the next 20 years. This kind of residential development is often more affordable than ground-related housing due to the frequently smaller size of the units. The SRP accommodates the majority of higher density residential growth in moderate- and high-density multifamily developments in urban centers served by public transit (EmX) – Downtown Springfield and the Glenwood Riverfront District Corridor, and in Nodal Development areas (the RiverBend and Marcola Meadows Master Planned areas).

## **POLICIES AND IMPLEMENTATION ACTIONS**

### Accommodating Growth

- Provide sufficient residential land to accommodate 5,980 new dwelling units to accommodate growth between 2010 and 2030.
- Provide sufficient land to accommodate an overall mix of approximately 60 percent new single family (including manufactured and single-family attached dwellings) and approximately 40 percent multifamily dwellings.
- Designate land and update zoning ordinances to attain an average residential density of 7.9 dwelling units per net acre over the 2010 and 2030 plan period.
- Provide adequate buildable residential land through designation of new high density residential neighborhoods in the City's target redevelopment areas, and implementation of efficiency measures that increase the likelihood that residential development will occur at densities sufficient to accommodate the projected 20 year housing needs.
- Increase residential density in Nodal Mixed-Use Centers and along corridors served by frequent transit service.
- Identify and remove regulatory barriers to siting and constructing higher density housing types in existing MDR and HDR districts. Update building height allowances, and consider increasing density maximums in existing HDR and Nodal Development areas that served by frequent transit service. Apply the high density and MUR plan designation to support new housing development in or near Downtown and Glenwood nodes where the existing Urban Renewal District funding mechanism can help fund the infrastructure necessary to support redevelopment.
- Establish a Vertical Housing Development Zone in Glenwood.
- Create new development opportunities and housing choices through establishment of an Residential Low Moderate (RLM) plan designation and zoning district with a density range of 8-14 du/acre to create opportunities for siting and constructing more a more diverse neighborhood housing type and mix. Consider applying zone to infill opportunity sites identified in neighborhood planning process. Allow rowhouses, duplexes and cottage clusters as outright permitted uses (no Discretionary Use approval required) and establish a Type I ministerial land use review process.
- Allow density averaging for split zone/des parcels.

## Encouraging Housing Diversity & Quality Neighborhoods

- Allow for a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Springfield residents.
- Designate land to provide a mix of choices (i.e., location, accessibility, housing types, and urban and suburban neighborhood character).
- Establish residential neighborhoods that are safe, convenient, accessible and attractive places to live, which are located close to schools, services, parks, shopping and employment centers.
- Prepare neighborhood plans centered on schools and/or employment centers to update and/or replace the existing outdated refinement plans. Planning focus: neighborhood identity, and safe, complete, walkable neighborhoods.
- Update Residential Development Standards to enhance the quality and affordability of neighborhood infill development (e.g. partitions, duplex developments, transitional neighborhoods, rehab housing, accessory dwelling units) and multi-family development.
- Consider establishment of “Heritage LDR” development standards to address historical development patterns/neighborhood compatibility.

## Maintain affordability and provide and more quality affordable housing options for very-low, low, and moderate income residents.

- Support and encourage home ownership.
- Promote housing preservation, development and affordability in coordination with transit plans and in proximity to transit stations. Coordinate housing, land use, human services, urban design, infrastructure and environmental strategies to support pedestrian-friendly communities at and within a ¼ mile walk of transit stations.
- Protect and enhance the existing single family neighborhoods and affordable housing stock in the incorporated areas of Springfield where urban services currently are in place.
- Provide a broad range of accessible and affordable housing. 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 [Oregon Revised Statute 456.055].

- Provide and maintain more quality affordable housing options for very-low, low, and moderate income residents.
- Support the rehabilitation of existing multi-family complexes.
- Consider establishing urban renewal district set-asides for affordable housing.
- 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. Give priority in the plan review process to permits for very low-income housing.
- Periodically assess the effects of City policies and regulations on housing development costs and overall housing affordability, considering the balance between housing affordability and other objectives such as environmental quality, urban design quality, maintenance of neighborhood character and protection of public health, safety and welfare.

<i>Residential Land and Housing Element – Proposed Implementation Actions</i>	
R1	Convert Metro Plan gross densities to <u>net</u> densities: LDR > <b>RL</b> 6-14 dwelling units per acre & <b>RLM</b> 8-14 dwelling units per acre MDR > <b>RM</b> 14-28 dwelling units per acre HDR > <b>RH</b> 28-42 dwelling units per acre; <b>RH with TC Overlay</b> 28-60 dwelling units per acre; <b>RMU in Glenwood Riverfront &amp; Downtown District</b> >50 dwelling units per acre; <b>Density Transfer Receiving Areas:</b> Maximum TBD allowed building height. *Note: More restrictive standards apply in the Hillside Development Overlay District where larger lot sizes are required to compensate for slope constraints and engineering requirements.
R2	Establish building height limits in the RMU and Density Transfer Receiving Areas to implement the density ranges.
R3	Create a Residential Low-Moderate (RLM) plan designation that allows the creation of small lots (3,000 square feet minimum) to encourage development of more affordable single family dwelling housing types.
R4	Consider applying the Residential Low-Moderate (RLM) plan designation to existing LDR land in Jasper-Natron through Jasper-Natron Specific Area Plan adoption process.
R5	Consider applying the Low-Moderate Density plan designation to existing LDR land in Glenwood through the Glenwood Refinement Plan Update process.
R6	Designate land to accommodate a minimum of 213 dwelling units in the high density category in the Glenwood Riverfront Plan District through redesignation of approximately 34.6 gross acres of land designated “Mixed Use/Nodal Development” to “Residential Mixed Use/Nodal”. This action will result in a loss of 270 dwelling units in the medium density category that must be addressed in the inventory.
R7	Adjust the residential land inventory to address a loss of 270 dwelling units in the medium density category in the Glenwood Riverfront Plan District.

R8	Adjust the assumptions (if necessary) of the commercial and industrial land inventory to address a loss of [REDACTED] gross acres in the commercial mixed use category and [REDACTED] gross acres in the light medium industrial category in the Glenwood Riverfront Plan District.
R9	Increase the minimum density of land in the Glenwood Riverfront Plan District to <u>50</u> dwelling units per acre on approximately 34.6 gross acres of land designated “Mixed Use/Nodal Development”. Establish a density gradient with corresponding building heights through the Glenwood Refinement Plan Update planning process.
R10	Consider implementation of a Density Bonus Program to provide an economic incentive for construction of high density development with structured parking in the Downtown and Glenwood Nodal Development areas. The program shall permit variance of the building height limits in specific “density receiving areas” identified in the Downtown and Glenwood District plans when a developer provides an extra community benefit such as dedication of public open space, construction of affordable housing units, etc. to be determined by the City Council.
R11	Establish a minimum density of 6 dwelling units per net acre in the Residential Low Density district.
R12	Increase the allowed density in the Residential High Density category to 60 dwelling units per acre for lands within ½ mile of existing and proposed EmX Transit stations.
R13	Create a Hillside Development Task Force to prepare and evaluate options for constructing more affordable housing types on sloped lands.
R14	Change plan designations to resolve existing residential plan-zone conflicts.
R15	Update design standards for residential development to provide equitable, clear and objective standards and development review procedures to reduce impediments to development of attached housing types, cluster development and multifamily housing. Consider application of a simplified and expedient Type I design/development review process (Ministerial decision) for review of residential land use permit applications.
R16	Increase opportunities for Mixed Use Nodal Development (ND): <ul style="list-style-type: none"> <li>▪ Consider expansion of the Glenwood node through the Glenwood Refinement Plan process.</li> <li>▪ Consider expansion of the Downtown node through the Downtown District Plan process</li> <li>▪ Consider future work program project: Downtown to Gateway EmX Corridor Plan to identify and evaluate nodal development opportunities along the new transit corridor</li> <li>▪ Consider future work program project: Main Street Corridor plan to identify and evaluate nodal development opportunities along the proposed transit corridor</li> <li>▪ Apply TC Overlay District to existing high density housing areas within 1/2 mile of transit stations.</li> <li>▪ Consider implementation of Jasper-Natron Specific Plan ND through Jasper-Natron Specific Area Plan adoption process.</li> </ul>
R17	Consider establishing another Vertical Housing zone in the Glenwood Riverfront District.
R18	Establish a staff team and developer focus group to examine barriers that discourage the use of cluster development; prepare draft code amendments to remove/reduce

	regulatory impediments and identify incentives to encourage and reward cluster development; update Hillside Development Standards to support density transfers in the Hillside Overlay District; address street design standards that are identified as impediments.
R19	Establish an interdepartmental task team to prepare reduce street width standards to address efficient land use, potential cost savings, new ways to manage stormwater , climate issues, emergency access and traffic concerns.
R20	Identify and create opportunities for siting and constructing more diverse higher density neighborhood housing type and mix in MDR and HDR districts. Prepare neighborhood plans centered on schools and/or employment centers to update and/or replace existing refinement plans.
R21	Increase opportunities for siting residential and employment density in mixed-use nodal development centers and along corridors served by transit. Continue to target mixed-use nodal development centers and along corridors served by transit as focus of redevelopment incentives and focused planning efforts. Match areas of high infrastructure cost needs (e.g Glenwood, Main Street) with higher density development opportunity siting. Consider shadow platting for transitional urban centers with low land values (E.g. Franklin Blvd. and Main Street Corridor).

DRAFT

## Appendix A:

# Springfield Residential Land and Housing Needs Analysis

DRAFT

**Mia Nelson**  
975 West 5th Avenue #5  
Eugene, OR 97402  
(541) 520-3763

---

October 9, 2009

Springfield Planning Commission  
City of Springfield  
225 Fifth Street  
Springfield, OR 97477

Re: Draft Springfield Housing Needs Analysis

Dear Planning Commissioners:

Please place these comments in the record of Springfield's Housing Needs Analysis adoption process. These comments are made on behalf of both LandWatch Lane County and myself as an individual. I have reviewed the draft Analysis dated August 2009, and have four main areas of concern:

- 1) The assumption that large amounts of already developed and developable land provide no capacity for additional housing due to the presence of slopes over 25 percent grade.
- 2) The assumption that constraints such as slope, wetlands, floodplains, riparian areas and easements preclude use of land for non-residential needs such as parks.
- 3) The assumption that non-residential uses such as parks and schools will be provided for using residentially designated lands, instead of land designated specifically for those uses.
- 4) The planned unilateral adoption of the Analysis by Springfield without a guarantee of a later opportunity for the Lane County Board of Commissioners to question the validity of the Analysis when the corresponding UGB expansion is initiated in 2010.

According to Table 6-4 of the Analysis, the situation with Springfield's 20-year land supply is as follows:

Housing:	119 acre surplus within UGB
<u>Parks, Government, Schools, Churches, etc:</u>	<u>463 acre deficit</u>
<b>NET EFFECT:</b>	<b>344 acres of new land needed</b>

Table 6-3 says that Springfield's vacant land supply is only 956 acres. However, Table 3-3 (attached) shows that there is another 1,345 acres of land with development capacity that is nevertheless deemed "not available for housing" because it is "constrained". Map 3-4 (attached) shows vast areas of Springfield's vacant lands as "constrained" due to slope and deemed unavailable



to meet any part of Springfield's land need. A cursory look at what has actually happened in the Thurston Hills shows that just because land has constraints, this does not mean that it cannot or will not be developed. Much of this vacant land is either already developed (such as MountainGate) or likely will be developed in the future.

While your staff may argue that OAR 660-008-0005(2)(c) permits exclusion of land over 25% from residential inventories, this OAR does not require you to do that. It is not realistic to exclude building lots in developed subdivisions, claiming that they are unbuildable simply due to slope, while continuing to issue building permits for those lots. It is not realistic to pretend that absolutely no development will occur on these hillside sites, while Springfield's code allows such development. Neither the Springfield Planning Commission nor the Lane County Board of Commissioners is under any obligation to go along with this approach. If your staff truly believes that all this land is completely undevelopable, then why haven't they proposed banning all development on slopes over 25%?

Even if constraints such as steep slopes, riparian areas, wetlands, utility easements and floodplains can properly be considered a barrier to residential development, that does not mean these constraints are a barrier for use as parklands. In fact, many of these features are desirable qualities for parklands, and OAR 660-008-0005(2) does not permit the exclusion of these lands for non-residential uses. Again, there are real life examples demonstrating Springfield's willingness to use steep lands for parks. Yet the three parks planned for MountainGate, which together comprise almost 100 acres, are not recognized as such since this land was zeroed out of the calculations due to being considered "constrained" because of slope. This can easily be seen in the attached annotated portion of Map 3-4 alongside a sales brochure from MountainGate.

The upper portion of Table 3-3 also shows an additional 43 acres of "constrained" park/school land and 62 acres of "constrained" public land. Whether or not the constraints present on this land (which are not specified in the table) really do render the land unusable for parks, schools or other public needs is not a foregone conclusion. Therefore the true amount of "constrained" land available for parks, schools or other public uses may be even higher than the 1,345 acres listed in the lower section of Table 3-3.

Another problem is that while land needs other than residential are being provided for in this Analysis (government, schools, utilities, parks, churches, charities, etc.), the only land considered available for these non-residential needs is residentially designated land. Per page 9: "*The land base includes all lands in the Springfield portion of the Metro UGB that are either fully or partially within a residential plan designation.*" This approach is confirmed in Tables 3-2 and 3-3, and on Map 3-1 (attached); only residentially designated lands are tallied. A review of Springfield's Metro Plan diagram (attached) reveals large areas designated "Government and Education" and "Public Land & Open Space"; if they

have any additional capacity, these lands should be considered fully available to meet Springfield's future park, school and government land needs. Yet there is no analysis of these lands.

These three assumptions are not trivial; indeed they appear to form the entire basis for the proposed 344-acre residential UGB expansion. Table 6-2 states that 357 acres of land are needed to meet park needs; this is a bit more than the 344 total acres the Analysis recommends adding to the UGB. That means that if 344 acres of new parks can be sited on constrained lands and/or on existing park-designated lands, Springfield's existing vacant residential lands would be enough to fully meet the 20-year demand.

Finally, I am concerned by your staff's intention to unilaterally adopt this Analysis without obtaining co-adoption from the Lane County Board of Commissioners. My understanding is that Springfield staff are not sure whether the Board will have the ability, legally, to question this Analysis when Springfield initiates the corresponding UGB expansion proposal sometime next year. I am also unsure about this, and my understanding is that at least some at DLCD are unsure as well. The effects of HB3337 are a bit murky, and it appears that it may well be impossible for any of us to determine what the Board's legal rights are in this situation.

In the absence of certain assurance that the Board of Commissioners will retain full review authority, it appears the Board's only option is to jump into this process as a regular participant, and then appeal Springfield's decision if its concerns are not addressed. If the proposed draft is adopted unchanged by Springfield, then without the ability to question this Analysis down the road, the Board would have little choice but to approve the proposed 344-acre UGB expansion. This segmented adoption process therefore could function as an end run around the Board's authority to regulate UGB expansions. A better plan would be to submit this Analysis for Board co-adoption as part of the ongoing process.

Thank you for the opportunity to comment.

Sincerely,



Mia Nelson

Attachments: Table 3-3 from the Analysis  
Map 3-4 from the Analysis  
Annotated Map 3-4 with MountainGate sales brochure  
Map of Springfield's Metro Plan designations  
Map 3-1 from the Analysis  
Table 6-2 from the Analysis

Cc: Lane County Board of Commissioners

**Table 3-3. Residential acres by classification, Springfield UGB, 2009**

Classification	Tax Lots		Total Ac	Land not available for housing		Land available for housing
	Developed Ac	Constrained Ac		Developed Ac	Constrained Ac	
<b>Land with no development capacity</b>						
Developed	18,745	4,408		3,944	464	0
Park/School	96	335		292	43	0
Public	58	79		17	62	0
Right of Way	145	175		127	48	0
<b>Subtotal</b>	<b>19,044</b>	<b>4,997</b>		<b>4,380</b>	<b>617</b>	<b>0</b>
<b>Land with development capacity</b>						
Master Planned	18	151		128	23	See notes
Partially Vacant	234	841		77	308	456
Vacant	863	1,493		0	1,014	479
<b>Subtotal</b>	<b>1,115</b>	<b>2,485</b>		<b>205</b>	<b>1,345</b>	<b>935</b>
<b>Total</b>	<b>20,159</b>	<b>7,482</b>		<b>4,585</b>	<b>1,962</b>	<b>935</b>



Source: City of Springfield data; analysis by ECONorthwest

Note: No buildable acres are shown for master planned areas because the master plan identifies the number of dwelling units. This capacity is reflected in Table 3-7.





**Map 3-4  
Residential Land  
by Classification  
and Constraint Status  
City of Springfield  
Oregon**

**Legend**

-  City Limit
-  Urban Growth Boundary

**Classifications**

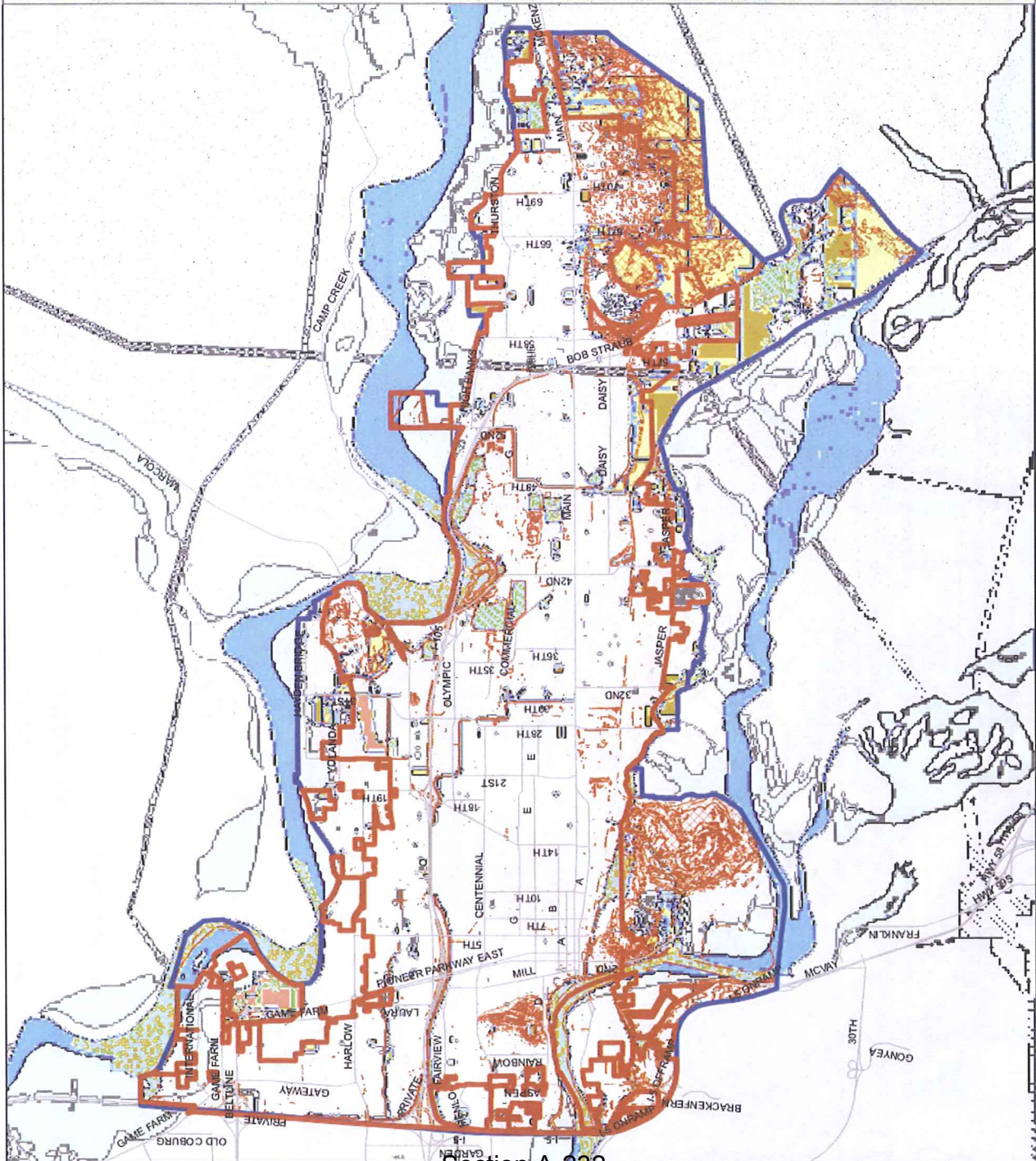
-  MASTER PLAN
-  PARTIALLY VACANT
-  VACANT

**Constraints**

-  Slope >25%
-  Riparian Resource Areas
-  Floodway
-  100-yr Floodplain
-  Wetlands
-  BPA Easement



ECOnorthwest, July 2009



Section A-232



Map 3-4 from page 17 of Springfield's Housing Needs Analysis



## Comparison of Springfield's constraints mapping to actual development in MountainGate.

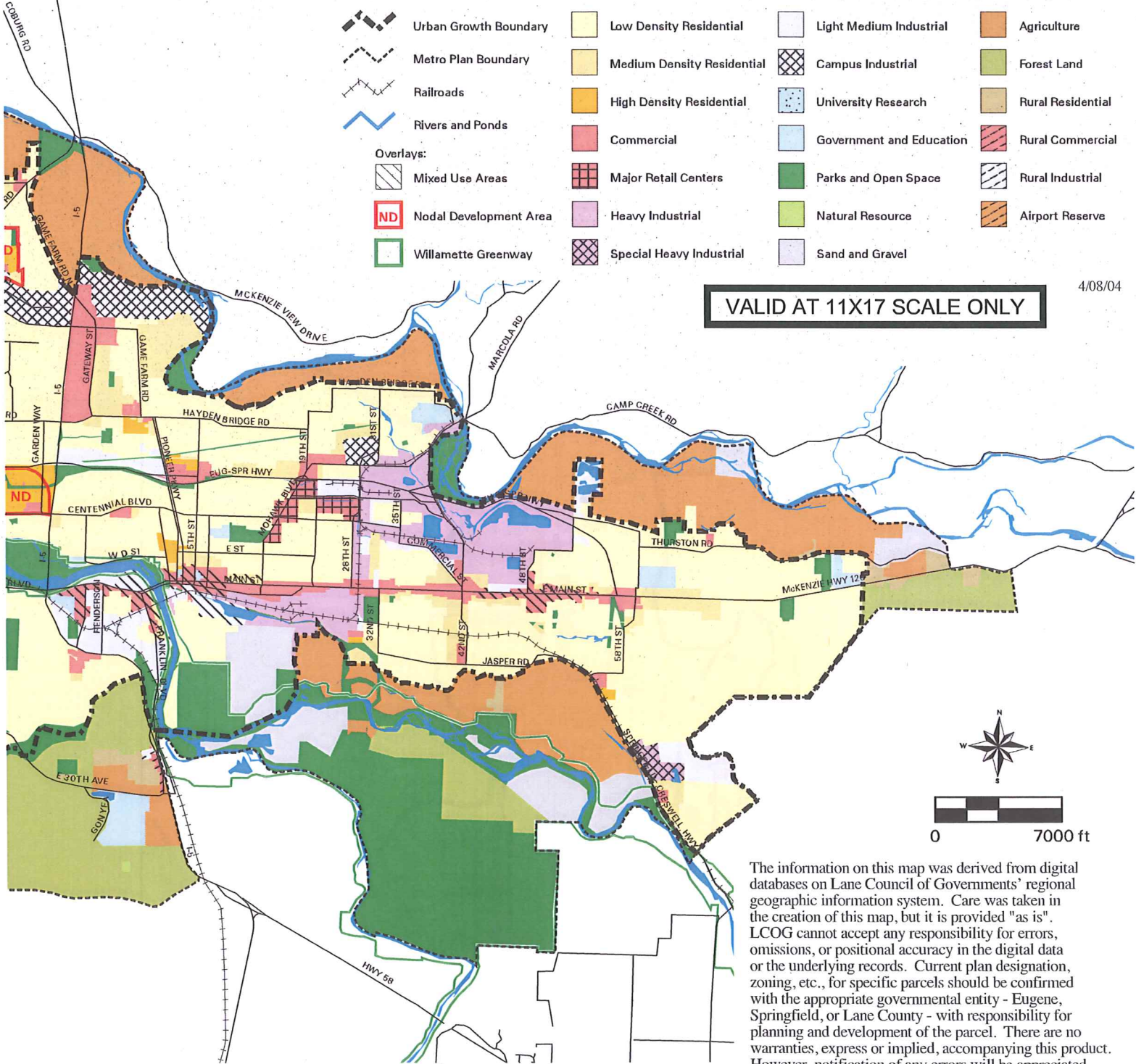
All red areas are considered unavailable for use as either housing or parklands. MountainGate has nearly 100 acres of planned parks on land over 25% slope, yet none of this is counted in Springfield's analysis. Existing and planned lots over 25% are also not counted. Other large areas in the Thurston Hills over 25% are also deemed unavailable, despite the likelihood that these will be similarly developed.



# Eugene-Springfield Metropolitan Area General Plan

## Plan Diagram

(The interpretation and purpose of the Plan Diagram, and descriptions of the land uses and symbols shown, are contained in Chapter II-G.)



**VALID AT 11X17 SCALE ONLY**

4/08/04

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided "as is". LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. Current plan designation, zoning, etc., for specific parcels should be confirmed with the appropriate governmental entity - Eugene, Springfield, or Lane County - with responsibility for planning and development of the parcel. There are no warranties, express or implied, accompanying this product. However, notification of any errors will be appreciated.

**Map 3-1.  
Residential Land by  
Plan Designation  
City of Springfield  
Oregon**

**Legend**

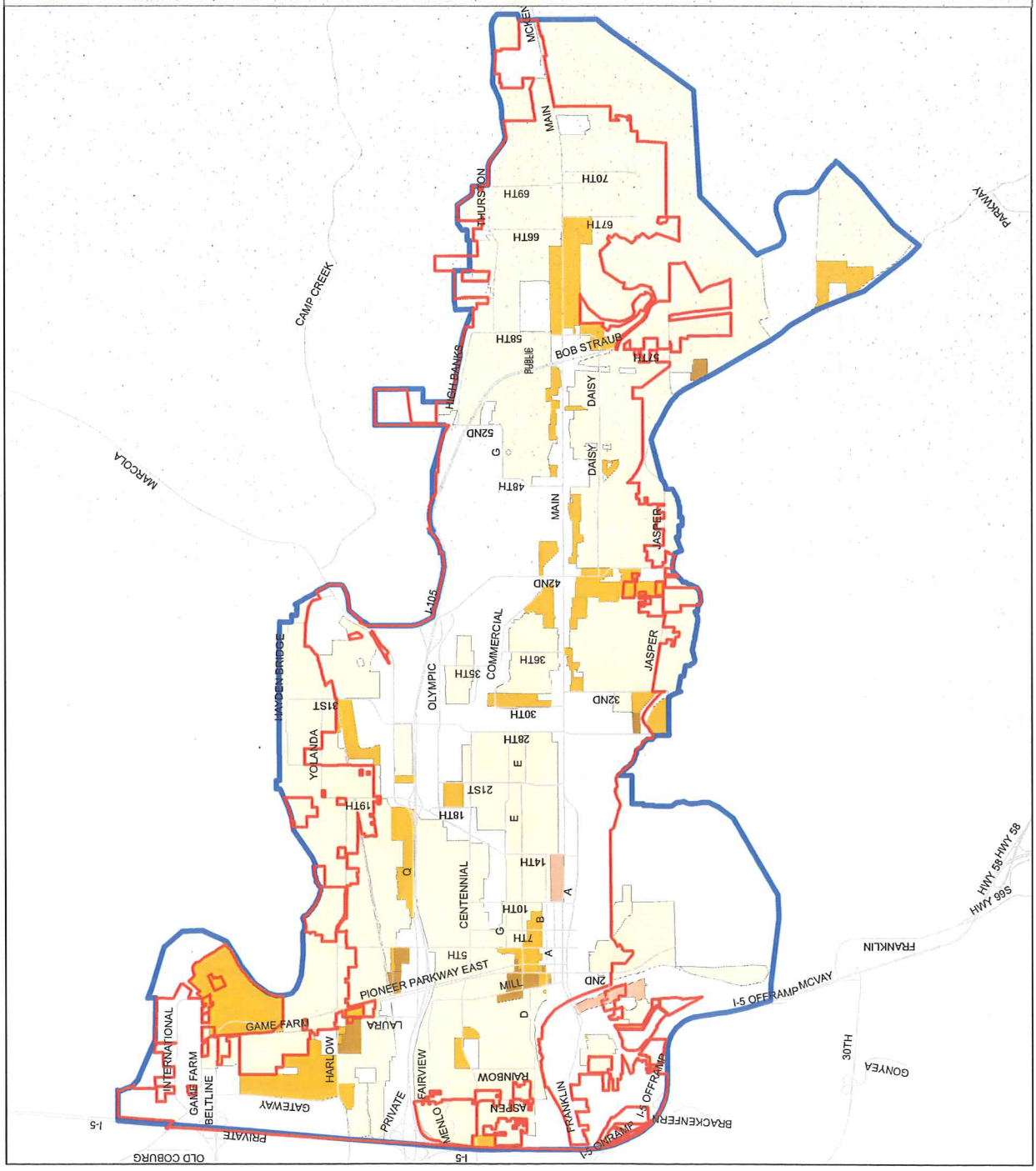
- City Limits
- Urban Growth Boundary

**Plan Designation**

- High Density Residential
- Low Density Residential
- Medium Density Res Mixed
- Medium Density Residential



ECO Northwest, April 2009



**Table 6-2. Summary of public and semi-public land need by type, Springfield UGB, 2010-2030**

Type of Use	Assumed		
	Acres / 1000	Need (Ac/1000 Persons)	Estimated Acres 2010-2030
Government	581	8.8	3.0
Utilities	134	2.0	2.0
Parks	563	8.5	14.0
Schools	277	4.2	0.9
Church/Charities/Other	81	1.2	1.2
<b>Total</b>	<b>1,636</b>	<b>24.7</b>	<b>21.1</b>
			<b>463</b>

Source: City of Springfield GIS data; analysis by ECONorthwest



**From:** Moore, Ed W [ed.w.moore@state.or.us]  
**Sent:** Monday, October 12, 2009 10:12 AM  
**To:** PAULY Linda  
**Cc:** MOTT Gregory  
**Subject:** RE LRP2009-00011 (DLCD File Code Springfield PAPA 0007-09)

Linda,

Thank you for giving us an opportunity to review the proposed plan amendment to adopt a baseline determination of 20-year residential land capacity for Springfield as part of your on-going HB 3337 work. We are working on concluding our review of the attached document entitled "Springfield Residential Land and Housing Needs Analysis," dated August 2009, and may make some specific comments on elements of your analysis shortly for the record; if so you will have those comments by the end of this week. But before we submit any other comments, we have a general questions and possibly a concern regarding your 'adoption' of this report.

On your PAPA Form 1, you checked "Other" for the type of amendment and state "Springfield's ORS 197.296(3) residential lands inventory, analysis, and determination required 2007 Or Laws Chapter 650 (HB 3337)." Here I am assuming you are referencing ORS 197.304. Our question and possible concern come down to this:

How is Springfield intending to adopt the "Springfield Residential Land and Housing Needs Analysis"?

We note that on Form 1 you gave a local file number (LRP2009-00011) which we infer to represent an amendment to a long range plan; yet the comprehensive plan text amendment box was not checked.

Are you adopting this as an amendment to an acknowledged long range (comprehensive) plan? *The Metro Plan is the acknowledged comprehensive plan for Springfield, and Eugene.*

Since you did not identify this PAPA as a Metro Plan Amendment when you submit it (as you have before),

Are we to assume you are not since it was not filed as such?

How are you adopting the study?

Will Lane County be co-adopting your analysis?

Depending on how you are adopting the study, we may have a concern.

As I am sure you are aware, a number of LUBA and Court of Appeals decisions have determined that local jurisdiction cannot adopt an analysis required under ORS 197.296 which show an unmet residential land need without concurrently either amending its UGB to accommodate that need, or adopting amendments to its land use regulation that will address that unmet residential land need, or both.

The "Madras" court of appeals case was clear that a city subject to ORS 197.296 cannot adopt a housing need analysis separately from amending the plan (i.e., moving the UGB or doing other up zoning) as necessary to actually provide sufficient land zoned (under clear and objective standards) to meet the

newly identified housing needs. Consequently, we believe no "segmented housing need analysis" adoption is allowed for Springfield, and the Court of Appeals backed that up solidly with the Madras case.

Depending on the nature of the "adoption" you propose, you may be at significant risk of appeal and remand by LUBA and/or the Court of Appeals.

Please place this e-mail comment into the public record of this proceeding. Should we have additional comments on LRP2009-00011, I will transmit them in time for consideration by the Springfield Planning Commission and City Council.

Regards,

Ed

Ed Moore, AICP | SWV Regional Representative  
Community Services Division  
Dept. Land Conservation and Development  
644 A Street | Springfield, OR 97478  
Cell: 971.239.9453 | Fax: 541.744.8088  
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## Springfield Planning Commission

LandWatch Lane County board member, Mia Nelson, has submitted comments to the commission indicating that “constrained” lands within the existing UGB should be included in Springfield’s housing needs analysis. In addition, LandWatch joins the Oregon Farm Bureau in urging your support of the multi-boulevard redevelopment plan proposed by UO professor Mark Gillem’s landscape architecture planning studio. A much needed makeover of the 5.7 mile section of east Main between 19<sup>th</sup> Ave and the eastern edge of the UGB could, according to the proposal, “accommodate 10,875 new homes from small lot, single family bungalows to multi-family row houses and condos.”

Redeveloping in the manner suggested in this study, the redevelopment anticipated in Glenwood, and an honest, straight-forward assessment of so- called “constrained” land already within the UGB, should more than meet the housing needs of Springfield’s 20-year population projection and obviate the need for a UGB expansion.

Development outside Springfield’s UGB is truly constrained by a predominance of agricultural soils and natural areas created and defined by their location between, around and above two rivers, the McKenzie and the Willamette. These agricultural soils should be retained and protected in perpetuity as farmland to serve present and future populations in an economy sure to be increasingly localized. Protecting natural areas and open spaces is critical to the continuity and wellbeing of the McKenzie and Willamette watersheds and the creatures they support – both outside and inside the UGB.

We submit that Springfield can meet its housing and employment needs inside its existing UGB. Moreover, as but one example, the U of O study shows that those objectives could be accomplished by redeveloping in a way that responsibly addresses the environmental and economic crises of our times—and results in an aesthetically pleasing, singular Springfield identity.

Thanks for your consideration.

Sincerely,

Robert Emmons, President  
LandWatch Lane County



534 SW Third Avenue, Suite 300 • Portland, OR 97204 • (503) 497-1000 • fax (503) 223-0073 • www.friends.org  
Southern Oregon Office • PO Box 2442 • Grants Pass, OR 97528 • (541) 474-1155 • fax (541) 474-9389  
Willamette Valley Office • 189 Liberty Street NE, Suite 307A • Salem, OR 97301 • (503) 371-7261 • fax (503) 371-7596  
Central Oregon Office • PO Box 242 • Bend, OR 97709 • (541) 382-7557 • fax (541) 317-9129

October 19, 2009

Springfield Planning Commission  
Frank Cross, Chair  
Linda Pauly, Planning Supervisor  
City of Springfield  
225 Fifth Street  
Springfield, OR 97477

Dear Commissioners and Staff:

Thank you for the opportunity to comment on the Draft *Springfield Residential Land and Housing Needs Analysis* dated August 2009. 1000 Friends of Oregon is a nonprofit, charitable organization dedicated to working with Oregonians to enhance our quality of life by building livable urban and rural communities, protecting family farms and forests, and conserving natural and scenic areas.

1000 Friends of Oregon supports your efforts to plan for Springfield's future and we maintain a keen interest in the outcome of these efforts.

We have reviewed the Draft *Springfield Residential Land and Housing Needs Analysis (RLHNA)*. It is evident that considerable work has gone into the inventory and analysis and the draft document reflects that work. Nonetheless, we have several concerns regarding the document's underlying assumptions and the resulting technical analysis.

In summary, we believe the draft *RLHNA* overestimates the amount of residential land Springfield will need over the planning period, and underestimates the capacity of available lands within the existing UGB to meet those needs, resulting in potential overexpansion of the UGB. In addition, the analysis of "needed" housing does not reflect the need for housing at price and rent ranges commensurate with the financial capabilities of Springfield's households.

A more compact UGB will reduce pressure on resource and other rural lands outside the current UGB, better meet the housing needs of Springfield's anticipated population, reduce the cost of extending infrastructure beyond the edge of existing development, reduce transportation costs for residents of new housing and better meet the greenhouse gas reduction targets set forth in HB 2186.

We also recognize the additional work the city has done in preparing proposed land use efficiency measures. These measures, if ultimately adopted, may significantly reduce or eliminate the potential overexpansion and will result in a planning structure better suited to Springfield's anticipated needs and aspirations. Nevertheless, it is in the best interests of all that the inventories, assumptions, and need forecasts in the *RLHNA* be as sound as possible. To that end, we offer the following comments:

**1. The draft *RLHNA* underestimates the capacity of available lands within the existing UGB.**

The assumptions and analysis in the draft *RLHNA* apparently underestimate the capacity of available lands within the existing UGB to meet future land needs. The city should consider whether lands described below have capacity to provide for future land needs.

Land within the Public Land and Open Space Zoning (PLO) District

Large areas of the city are zoned PLO. Section 3.2-705 of Springfield's Development Code provides:

3.2-705 Establishment of the Public Land and Open Space (PLO) District

A. Establishment of the PLO District includes the following categories:

1. Government uses, including public offices and facilities;
2. Educational uses, including high schools and colleges; and
3. Parks and open space uses including, publicly owned metropolitan and regional scale parks and publicly and privately owned golf courses and cemeteries.

B. The PLO District shall also be permitted on properties designated other than Public and Semi-Public as specified in the Metro Plan, a refinement plan, or plan district.

The analysis apparently fails to examine or consider the capacity of land within the PLO district to meet these public and semi-public future needs.

The draft *RLHNA* assumes that all land needed for future parks, open space, government offices and operation, schools, churches, cemeteries, etc. will require residential land. As a result, it only considers the availability of residentially-zoned land within the existing UGB to meet these needs. Lands in the PLO zone may also have capacity to meet these needs and should be inventoried and considered.

Other Publicly-Owned Land

The draft *RLHNA* classifies public and semi-public land as generally unavailable for development.<sup>1</sup> Among these lands are the 115-acre Booth-Kelly mixed-use site and a city-owned 65-acre site in East Springfield.<sup>2</sup>

The Booth-Kelly mixed-use plan district encourages a variety of uses, including residential and recreational uses.<sup>3</sup> The residential uses allowed in this zone include cluster subdivisions,

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<sup>1</sup> The draft *RLHNA*, p.10

<sup>2</sup> The draft *RLHNA*, p.65

condominiums, and multi-family. The public and semi-public uses allowed in this district include clinics, athletic fields, parks and playgrounds; community centers, government offices and a variety of other social and institutional uses.<sup>4</sup> Therefore, it is reasonable to assume that these 115 acres have capacity to provide for future land needs.

The city-owned 65-acre site in East Springfield is apparently undeveloped and potentially available for a variety of the public land needs identified in the draft *RLHNA*.

The analysis should examine the capacity of these lands to meet future residential, public and semi-public needs.

#### Other Mixed-Use Zones

The draft *RLHNA* considers the residential capacity of the Glenwood Mixed-Use area. The city has numerous other areas in mixed-use residential or mixed-use commercial zones. Both these zones permit and encourage a mix of residential uses. These areas do not appear on the maps of lands examined and considered in the draft *RLHNA* and it is not apparent whether or not their capacity to meet future residential land needs has been analyzed.

#### Constrained Land

The draft *RLHNA* assumes all residentially zoned land with slopes greater than 25% is unbuildable land with no capacity to meet identified land needs. This assumption underestimates the capacity of these lands for the following reason.

Section 3.3-500 of Springfield's Development code explicitly allows residential development on much of this land at lower densities and also allows transfer of development rights to other areas with lesser slopes. It is also our understanding that platted residential subdivision lots exist in some of these areas for which building permits will be issued as a matter of right.

While the assumption of zero capacity for housing may be allowed under Oregon's administrative rules, it is not required. A more accurate estimate of the capacity of the existing UGB would assume that development will continue to occur in these areas, consistent with the development code and current and historical trends.

In addition, these lands can likely accommodate some portion of Springfield's future park needs, since not all parkland must be buildable land. (see section 2 of these comments).

#### Apparent Discrepancy Between Acreage And Capacity

The draft *RLHNA* contains an unexplained discrepancy between the amount of buildable land identified in the low-density residential zone and its capacity to accommodate housing at stated densities.

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<sup>3</sup> Springfield Development Code, section 3.4-305

<sup>4</sup> Springfield Development Code, section 3.4-320

Table 6-1 identifies the amount of land needed for new housing by plan designation over the plan period. Table 6-4 identifies needed densities by plan designation. Table 6-4 states that needed density in the low-density residential zone is 5 dwelling units per gross buildable acre.

Table 6-1 identifies a need for 3,468 dwelling units in the low-density residential zone. At 5 units per gross acre that should require 694 gross acres. (3,468 divided by 5 equals 693.6). Instead, Table 6-1 identifies a need for 766 gross acres to accommodate these units, 72 acres more than the actual need. This is a density of only 4.5 units per gross acre, much less than the identified needed density. Similar discrepancies do not occur in the other residential zones listed in Tables 6-1 and 6-4.

This discrepancy should be reconciled in a manner that assures development capacity in the low-density residential zone occurs at needed densities. This issue is discussed further in section 3 of these comments.

## **2. The draft *RLHNA* overestimates the amount of residential land Springfield will need during the planning period.**

The draft *RLHNA* underestimates the capacity of residential land within the existing UGB in the various ways outlined above. Despite this, it still shows a surplus of buildable residential land to meet housing needs. It identifies 824 buildable acres within the existing UGB and projects that 705 of these acres will be needed for housing, leaving a surplus of 119 acres.<sup>5</sup>

However, the analysis also identifies a need for large amounts of other buildable residential land, especially for parks, that would result in a sizable overall deficit of land. The draft *RLHNA* overestimates both this additional land need and the amount of land needed for housing.

### Public And Semi-Public Land Needs

The draft *RLHNA* overestimates the amount of residential land needed for public and semi-public land needs. It identifies a need for nearly triple the amount of land that would be allowed under the safe harbor approach.

As a safe harbor, under OAR 660-024-0040 a local government may estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres needed for housing.

Table 5-30 of the draft *RLHNA* identifies a need for 752 net residential acres for housing. Using the safe harbor, Springfield would need another 188 acres (25%) for streets and roads, parks, and schools, combined. Instead, the *RLHNA* identifies a need for another 23% or 175 acres just for streets and roads for a total of 927 gross buildable acres.<sup>6</sup>

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<sup>5</sup>The draft *RLHNA*, Tables S-3, S-4, 6-3 and 6-4.

<sup>6</sup>The 927 gross acres identified in Table 5-30 of the draft *RLHNA* grows to 959 gross acres in Table 6-1. 9 acres of the increase is attributable to group quarters. The rest of the increase is unexplained.

In addition to the 175 acres of additional land for streets and roads identified in Table 5-30, the draft *RLHNA* (Table 6-2) adds another 357 acres for parks and 14 acres for schools for a total of 559 acres. This is 74% of the identified net buildable acres needed for housing, nearly triple the amount for roads, streets, parks, and schools than would be allowed under the safe harbor approach. This raises questions regarding the validity of the underlying assumptions.

### Park land

1000 Friends of Oregon supports adequate parks and open spaces in urban areas. Adequate green infrastructure is a key component of community livability. Springfield will undoubtedly need additional park land over the planning period. However, the amount of needed park land identified in the draft *RLHNA* is unrealistically large. When coupled with the assumption that all park needs must be met on buildable acreage, this assumption inflates the estimate of needed land.

The draft *RLHNA* identifies a need for 357 acres of additional park land during the planning period. A comparison to the amount of land needed for housing suggests this assumption is unrealistic. A need of 752 net buildable acres for housing is forecasted. If 357 acres of park land were developed, every third block or so would be a park. While so much park land may be desirable, this outcome seems implausible.

The draft *RLHNA* also assumes that all park land must be buildable land. We are unable to find an explanation for this assumption and it seems faulty. A comparison of Springfield's zoning map to the constraints map in the draft *RLHNA* shows that extensive amounts of Springfield's existing park land utilizes unbuildable land. Many of the types of park needs identified in the *Willamalane Park and Recreation Comprehensive Plan* are for natural areas that are particularly well-suited to riparian, wetland, and sloped areas. For these reasons, it is reasonable to assume that future parks will utilize unbuildable land as well as buildable land.

This is especially true since buildable land is far more expensive to acquire than unbuildable land. There is no proposed funding mechanism to purchase this many buildable acres of park land, nor any measures proposed to protect this acreage for eventual park use. Therefore, a large portion of the UGB expansion purportedly for park land is likely to instead be converted to residential uses.

Finally, the draft *RLHNA* may have underestimated the amount of existing park land available within the Willamalane district boundary. Table 6-2 identifies 563 acres of existing parkland. This is less than, and inconsistent with, the *Willamalane Park and Recreation Comprehensive Plan*. Chapter One of the *Park and Recreation Comprehensive Plan* states:

Within its current boundary, the District manages approximately 680 acres of land in 31 parks and open spaces and two undeveloped properties... Residents also have limited access to more than 300 acres of facilities and open space owned by Springfield School District 19.<sup>7</sup>

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<sup>7</sup> *Willamalane Park and Recreation Comprehensive Plan*, p 1



In addition to the 680 acres identified in the plan, Springfield has acquired 37 acres of park land between 2002 and 2008.<sup>8</sup> Thus, Springfield has an apparent total of 717 acres of developed and undeveloped park land, some 154 acres more than the draft *RLHNA* identifies. The draft *RLHNA* may have failed to consider the undeveloped park land already owned by the district. If this is the case, the inventory should consider this additional acreage or the discrepancy should be explained.

Springfield also has limited availability of 300 acres of facilities and open space owned by the school district. The draft *RLHNA* fails to consider these shared facilities.

In summary, any deficit of buildable land for parks is smaller than assumed in the draft *RLHNA*. The capacity of existing lands may be greater than the inventory reflects. Additionally, a portion of any park land deficit can be accommodated on unbuildable land.

### Double-Counting Of Certain Uses

The draft *RLHNA* assigns residential land needs to several categories of land uses that are also counted in the draft *Commercial and Industrial Buildable Lands Inventory*. These include city offices, state facilities, work space for teachers and other school employees, other government workers, hospitals and their employees, etc. Some of these uses and employment will locate on commercial and industrial land; some will locate on residential land. The two inventories and forecasts must be reconciled to avoid double-counting of these land needs.

### Group Quarters

The draft *RLHNA* underestimates the number of new persons likely to be housed in group quarters when compared with historical trends. This has a minor impact on the amount of overall needed acreage, but a potentially large impact on Springfield's ability to provide for the housing needs of its future population; specifically, the population that will be housed in group quarters.

Table 5-2 shows that between 1980 and 1990 Springfield's population grew by 3,062 people and its population housed in group quarters grew by 114. 3.7% of the new population between 1980 and 1990 was housed in group quarters.

Between 1990 and 2000 Springfield's population grew by 8,181 people and its population housed in group quarters grew by 337. 4.1% of the new population between 1990 and 2000 was housed in group quarters. The percentage of the total population housed in group quarters tripled between 1980 and 1990.

The draft *RLHNA* assumes that only 1% of new persons will reside in group quarters, most in assisted living facilities.<sup>9</sup> This assumption is unrealistically low, given historical trends and the forecast by age for Lane County that groups 65 years and older and 45-64 years will grow at the fastest rates.<sup>10</sup> In order to provide for the future needs of its residents, the forecast of

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<sup>8</sup> The draft *RLHNA*, p. 65, footnote 25

<sup>9</sup> The draft *RLHNA*, p. 28

<sup>10</sup> The draft *RLHNA*, p. 37

new persons residing in group quarters should be revised upwards. This will also result in a minor reduction in the acreage needed for residential uses.

### **3. The Analysis Of “Needed” Housing Does Not Reflect The Need For Housing At Price And Rent Ranges Commensurate With The Financial Capabilities Of Springfield’s Households.**

The analysis of “needed” housing in the draft *RLHNA* does not reflect the need for housing at price and rent ranges commensurate with the financial capabilities of Springfield’s households. This not only leads to a conclusion that more land is needed than would be the case for a more affordable housing mix, it also leads to a land use plan that is less likely to meet the needs of Springfield’s present and future population. We believe revisions to the analysis will better serve the community’s long-term interests.

We recognize that the various “efficiency” measures proposed by staff, along with others that may be proposed, may increase the likelihood that “needed” housing will be provided. Nonetheless, it is essential that a sound baseline analysis be provided, compliant with Goal 10.

Under HUD guidelines, households spending over 30% of their income on housing experience “cost burden.”<sup>11</sup> Table 5-20 indicates that in 2000, 36% of Springfield’s households suffered housing cost burden. The draft *RLHNA* also concludes that:

- About 20% of Springfield households could not afford a studio apartment according to HUD's estimate of \$478 as fair market rent;
- Approximately 45% of Springfield households could not afford a two bedroom apartment at HUD's fair market rent level of \$735...<sup>12</sup>

And:

[I]n 2000 Springfield had a significant deficit of more than 2,200 affordable housing units for households that earn less than \$15,000 annually. Housing prices have increased significantly in the past five years; the affordability gap for lower income households has probably increased considerably.<sup>13</sup>

As shown in the draft *RLHNA*, the historical mix of housing-types developed in Springfield has not met and will not meet the housing needs of Springfield’s residents.

The “mix” of needed housing identified in Table 5-31 - 54% single-family detached, 1 % MH in parks, 8% SF attached and 37% multi-family - represents a modest shift towards more affordable housing types. It is not clear that the shift is sufficient to not only meet the future needs of Springfield’s residents but also to address the existing “affordability” gap.

The problem may be compounded by several faulty assumptions that appear in Table 5-29.<sup>14</sup>

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<sup>11</sup> The draft *RLHNA*, p. 50

<sup>12</sup> The draft *RLHNA*, p. 51

<sup>13</sup> The draft *RLHNA*, p.52

<sup>14</sup> The draft *RLHNA*, p.52

First, in Table 5-29 the analysis apparently misidentifies HUD income levels by identifying households making only 80% or more of median-family income (MFI) as “Upper-Middle” income, households making only 50% to 80% of MFI as “Lower Middle” income, households making less than half of MFI (30-50% of MFI) as “Low” income, and households making less than 30% of MFI as “Very Low”. The definitions of these income categories are inconsistent with definitions found in HUD publications, which are:

- Extremely low-income (0 percent to 30 percent of median family income)
- Very low-income (more than 30 percent up to 50 percent of median family income)
- Low-income (more than 50 percent up to 80 percent of median family income)
- Above low-income (more than 80 percent of median family income)<sup>15</sup>

Second, in Table 5-29 the analysis apparently assumes that households making less than half of MFI will generally find adequate housing without government assistance, as long as they have household incomes over 30% of MFI. Such an assumption seems inconsistent with the underlying analysis because these very low-income households have historically had difficulty finding adequate housing in Springfield at price and rent levels commensurate with their financial capabilities.

Third, in Table 5-29 the analysis assumes that lower income households reside in used housing. This “trickle-down” theory could lead to the conclusion that new housing need not be provided for them, skewing the determination of the housing mix and densities needed in new residential development.

However, the mix of housing types is just one flaw in the draft analysis. Another flaw in the draft analysis is the allocation of housing units by zoning district.

Table 5-31 allocates 58% of needed housing units to the low-density residential zone, even though only 54% of “needed” housing is for single-family detached units. Single-family detached units are the only housing type permitted outright throughout the zone.

In contrast, only 30% of needed housing units are allocated to the medium -density zone and 12% to the high-density zone. In these zones, even though single-family dwelling units are an outright permitted use, the analysis assumes that zero will be built.

The likely result is clear. The 58% of the units allocated to the low-density zone will almost all be single-family detached, since that is the only housing type permitted outright throughout the zone and a significant percentage of the housing units allocated to the medium and high density zones will also be single-family detached units, since they are also an outright permitted use in these zones. As a result, even the modest changes in housing mix that the analysis says are “needed” are not likely to be achieved. Far more than 54% of new units will be single-family detached and far less than 46% will be more affordable housing-types.

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<sup>15</sup> <http://www.huduser.org/Publications/pdf/intergenerational.pdf>

Finally, the allocation of actual types of housing units is inconsistent with the mix of housing types that the analysis found to be "needed."

The draft *RLHNA* determined that the overall needed housing mix is 60% single-family (including manufactured and single-family attached units) and 40% multi-family.<sup>16</sup> The actual mix allocated in Table 5-31 is 63% single-family and 37% multi-family. Thus, the actual allocated mix of housing-types is inconsistent with the needed housing mix determined by the analysis.

For these reasons, we believe a revised analysis reflecting a more affordable mix of housing types and densities will better serve Springfield's future needs and better comply with Goal 10.

#### 4. Conclusion

We recognize the considerable work that Springfield has undertaken in producing the Draft *Springfield Residential Land and Housing Needs Analysis* and we support your efforts to proactively plan for Springfield's future. Additional work remains and it is our hope that the final product is one we can support. We hope these comments are helpful in achieving that outcome. Please include them in the official record of these proceedings and notify us of any decisions and/or future hearings in this matter.

Sincerely,



Sid Friedman  
1000 Friends of Oregon  
189 Liberty Street NE, #307A  
Salem OR 97301

Cc (electronic):

DLCD  
Lane County Board of Commissioners  
Lane County Planning Department

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<sup>16</sup> The draft *RLHNA*, p.61

## **JONES Brenda**

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**From:** leelbeyer@comcast.net  
**Sent:** Monday, October 19, 2009 9:57 PM  
**To:** Cross, Frank; GRILE Bill; JONES Brenda; Kirschenmann, Johnny ; MOE Steve (SMTP); Moore, Sheri; sean; Smith, Eric  
**Subject:** Residential Lands Study

Fellow Commissioners:

Unfortunately, business takes me out of state tomorrow and I will not be able to attend the Commission meeting. I do want to pass on my strong support for recommending adoption by the City Council of the Residential Land Needs Analysis. Contrary to some of the comments we received, I think that the proposed housing needs and related deficit of 344 acres of residential land is justified and, in fact, very conservative. I leave the legal issues raised by DLCD staff to our attorneys. It seems to be, in response to their questions, this analysis will be adopted as part of a plan amendment/revision relating to HB 3337.

Staff and our consultants have done a very through job in this study with good input from a committed citizens advisory body. Hopefully this will move us down the road toward a urban growth boundary amendment and be a positive step in assuring that reasonably priced land and choices will be available for our fellow citizens as we emerge from this economic downturn. Let's keep in mind that we are attempting to look into the future 20 years, not making decisions about what will happen tomorrow or in the next couple of years.

Best wishes for a successful public hearing.

Lee Beyer, Member  
Springfield Planning Commission



# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development  
Community Services Division  
South Willamette Valley Field Office

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2009-10-20

Linda Pauly, Principal Planner  
City of Springfield  
255Fifth Street  
Springfield, OR 97477



**RE: Comments on LRP2007-0030, Springfield Residential Land and Housing Needs Analysis; DLCDC File # 007-09**

Transmitted via E-Mail to Linda Pauly, City of Springfield

Ms. Pauly,

Thank you for the opportunity to comment on this post-acknowledgment plan amendment (PAPA) to adopt the Springfield Residential Land and Housing Needs Analysis. Please enter the following comments into the record of all hearings on the proposal.

Based on our review of the Springfield Residential Lands and Housing Needs Analysis, we ask the Planning Commission and City Council defer any action on adoption of the proposed Analysis and request an opportunity to meet with city staff to discuss substantive issues below before bringing the matter back for adoption.

### **Adoption Procedure**

First, the staff memorandum dated October 20, 2009 states that the Springfield Residential Land and Housing Needs Analysis will be used in subsequent Goal 14 analysis and adopted into the Springfield 2030 Refinement Plan. The proposal does not state the planning document into which it will be adopted by ordinance. The department advised city staff by e-mail on October 12<sup>th</sup> that in order for the analysis to be used to establish a separate urban growth boundary for Springfield as required by ORS 197.304 (or for any other planning purpose), the analysis must be adopted into Springfield's acknowledged comprehensive plan; the city's current acknowledged comprehensive plan is the Eugene-Springfield Metro Plan.

Second, LUBA and the Court of Appeals have stated that, for cities subject to ORS 197.296, including Springfield, housing and residential land need analyses suggesting an unmet residential land need may not be adopted and acknowledged prior to addressing a complete ORS 197.296 analysis, determinations, and accommodation measures, (i.e.,

amending the UGB to accommodate unmet need, adopting amendments to land use regulations to address that unmet residential land need, or both) if any, have been completed.<sup>1</sup> The housing and residential land need analyses should be submitted to the department in the manner of periodic review<sup>2</sup> along with the complete UGB evaluation data, analysis, findings, and conclusions, when Springfield is ready to adopt its new, separate UGB. The submittal package at that time will include the required findings under Goal 14 and OAR 660, division 24, as well as Goal 10, OAR 660 division 8, and the needed housing statutes in ORS chapter 297. The current PAPA submittal does not include these findings.

In conclusion, the adoption of the Springfield Residential Land and Housing Needs Analysis outside of an amendment to Springfield's acknowledged comprehensive plan (Eugene-Springfield Metro Plan) and without the required Goal 14 analysis may not be acknowledged.

### **Residential Buildable Land Inventory**

In Chapter 3, page 9, the Analysis states:

*"The foundational assumptions for the residential lands inventory were reviewed and discussed by the Residential Lands Stakeholder Committee. The committee recommended a package of definitions and assumptions for use in the residential land inventory. These were reviewed with the Planning Commission and Council and approved for use in the study."*

While the department strongly supports citizen participation in Springfield's long-range planning activities, the assumptions used in the city's housing need and residential land need analyses must be consistent with the Metro Plan, Springfield's long range comprehensive plan. The Analysis currently does not demonstrate the relationship of its "foundational assumptions" to Metro Plan goals, objectives, findings and policies.

### **Vacant Buildable Land**

In Chapter 3, page 15, the Analysis states:

*"The next step in the buildable 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)."*

Map 3-4 shows vacant land with constraints that the city considers unbuildable including flood plain areas. The analysis, however, is unclear how Springfield is treating the 100 year flood plain; OAR 660-008-0005(2) provides that certain lands may "generally" be excluded from the buildable lands inventory due to severe natural hazard constraints or due to local measures to protect resources. It is the department's view that, while flood plain lands must be evaluated due to a diminished development potential, it does not

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<sup>1</sup> See *DLCD v. City of McMinnville*, LUBA No. 2001-093, remanded 12-19-01; and *GMK Developments, et al v. City of Madras*, LUBA Nos. 2008-03 & 2008-005, affirmed 7/22/08, Court of Appeals No. A139688, affirmed 12/31/08.

<sup>2</sup> See ORS 197.626 and OAR 660-025-0040.

appear that all flood plain lands in Springfield are unbuildable. The city's special development regulations for flood plain lands allow development, and thus are not a strict prohibition on development. As such the flood plain likely includes some amount of land that is "suitable and available" for residential uses.

### Redevelopment

In Chapter 3, page 19, while discussing the potential for redevelopment, the Analysis states:

*"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."*

The Analysis goes on to state that:

*"This study does not use improvement-to-land value ratios as a redevelopment threshold. The City of Springfield understands that low-value housing is an integral part of the City's affordable housing stock and that encouraging redevelopment of such housing will likely result in an overall loss of affordable housing in Springfield."*

*"Springfield uses a capacity-based method to identify redevelopment potential. Redevelopment capacity is estimated based on historical redevelopment rates."*

The record does not include substantial evidence to support this conclusion. Goal 10 and ORS 197.296 require the city to (1) determine a realistic estimate of the number and types of housing units expected to redevelop over the next 20 years, and also (2) provide land to house lower income households for the next 20 years. If redevelopment removes some affordable units, then the city is obligated to find other ways to accommodate this housing type.

The report is also missing substantial evidence to support an unusually low assumption that only 5% of Springfield's needed housing will be met through redevelopment. Assuming that much of the affordable housing for lower income households will be provided in existing substandard stock is not only socially undesirable, but it maintains low density housing on land that could be redeveloped at a higher density, thereby providing a greater number of needed housing and potentially reducing the need to expand urban development onto rural resource land.

*Present. All 2027  
NDR is developed with  
NDR*

Finally, the Springfield Residential Land and Housing Needs Analysis should discuss how its assumptions for redevelopment are consistent and compatible with those same assumptions, goals, objectives and policies in the City's comprehensive plan – Metro Plan. In addition, the analysis of future housing needs should also consider existing city plans and policies, including those that address housing needs generally, as well as neighborhood or refinement plans that evaluate housing opportunities in specific areas – such as Glenwood. In particular, the housing needs analysis should reflect the Region's adopted nodal development strategy which calls for 24% of new housing to be accommodated in designated nodes.



### **Household Size Based on Safe Harbor**

Chapter 5 of the Analysis proposes to use the “Safe Harbor” in OAR 660.0024.0040(8) to determine household size. While the City may legally use the safe harbor, it was intended primarily for small communities without the resources to do the analysis on their own, and the department believes that the safe harbor will not provide Springfield with an adequate basis for the critical 20-year housing analyses and findings based on household size.

The analysis of population trends and household characteristics shows that Springfield has a larger share of Latino/Hispanic households than Eugene and Lane County. The average size of Latino/Hispanic households is between 3.2 to 3.9 persons/household, while non-Hispanic household size is 2.5 persons/household (page 40), which is closer to the Safe Harbor number. In addition, the Analysis shows that a larger percentage of the in-migrating population to Springfield will be of Hispanic ethnicity. Using the assumptions shown in Table 5-5, and a household size of 2.54 persons/household, Springfield will need 5,980 new dwelling units to accommodate its forecast population growth between 2010 and 2030. The department believes that use of the Safe Harbor number is likely to overestimate the number of new households, the number of new housing units, and the corresponding amount of residential land need.

### **Affordable Housing for Low-Income Households**

In Chapter 5, page 52, the Analysis states that “Springfield had a significant deficit of more than 2,200 affordable housing units for households that earn less than \$15,000 annually.” The City appears to intend to meet the need for more affordable housing by: 1) putting less pressure on redeveloping “low-value housing”; and 2) slightly increasing the overall mix of single-family and multi-family housing from its current 64% single-family and 36% multi-family mix to 60% single-family and 40% multi-family. The Analysis also assumes that there will be a slight increase in single-family residential densities, with a more substantial increase in multi-family residential densities.

Given the facts presented regarding demographic trends, household size, income, amid other factors, the department does not see substantial evidence to support the proposed redevelopment assumptions and housing mix.

### **Calculation of Residential Land Needs**

In Chapter 5, page 60, the Analysis concludes that Springfield will need about 752 net residential acres, or about 927 gross residential acres, to accommodate new housing between 2010 and 2030. It is unclear what other non-residential uses, and their land needs, are included in the estimate of “gross residential acres.” The definition of “gross residential acres” is of key importance in the subsequent analysis in Chapter 6 regarding residential land supply and demand.

### **Residential Land Needed for Non-Residential Uses**

Table 6-1 states that Springfield needs 959 gross residential acres to accommodate 6,125 additional residential units expected between 2010 and 2030. The Analysis also identified that Springfield had 956 [net] buildable acres for residential development (page 13). This indicates that Springfield has sufficient residential land within the existing Metro Plan Urban Growth Boundary East of I-5 (Springfield’s jurisdictional area as described in

Metro Plan and referenced in ORS 197.304) to accommodate its 20 year residential land need.

However, the Analysis, in Chapter 6, states that Springfield has a deficit of 344 gross residential acres after including land needed for other uses that are associated with population growth and are permitted on residentially designated land, which will therefore not be available for residential development. The Analysis arrives at this conclusion by looking back at the relationship between population and the provision of land for other public and semi-public uses.

On page 63 of the Analysis, it states that cities need to provide land for uses other than housing and employment. Public and semi-public facilities such as schools, hospitals, governments, utilities, churches, parks, and other non-profit organizations will expand as population increases. On page 64, the Analysis concludes that based on the existing relationship of public and semi-public land to population, Springfield provides an estimated 24.8 acres per 1,000 persons in other public and semi-public uses. In Table 6-2, the data shows a total of 1,636 acres in public and semi public uses in the Springfield UGB in 2009; and that Springfield will need an additional 463 acres of land for all new public and semi-public uses bases on the City's projected population increase between 2010 and 2030.

Based on the Department's review of the Analysis, it appears that the assumptions made about the relationship between population growth and the provision of public and semi-public uses overstates the need for additional land for these uses. While the Analysis is explicit about not including in the calculation significant, one-time holdings by the Bureau of Land Management and the City, the Analysis appears to have included other public lands that should also not have been included (e.g. City Hall, Public Works Shops, Jail, public parking lots, hospitals, etc.). Finally, the assumption used in the Analysis also does not appear to factor in the potential for redevelopment of existing sites to meet future public and semi-public needs.

*Exclude Govt & Res designations*

*redevelopment of existing non-res uses? As if more density will result?*

Given the facts presented regarding the provision of public and semi-public land, the department does not see substantial evidence to support the proposed assumption and land need.

### Residential Land Need

Finally in Chapter 6, pages 66 – 67 the Analysis concludes that Springfield will need 463 acres within residentially designated land for other, public and semi-public, uses during the 2010-2030 period. The Analysis concludes that the Springfield portion of the Metro Plan UGB has sufficient land to accommodate 6,920 additional dwelling units including redevelopment capacity [5%] before taking into account the 463 acres needed for public and semi-public uses on residentially designated land. However, when taken together, land needed for residential, public and semi-public use, Springfield has a deficit of 344 gross acres allocated as follows:

- The Low Density Residential designation has a *deficit* of approximately 293 gross acres when the need for 347 acres of such lands for other uses is taken into account

- The Medium Density Residential designation has a *deficit* of approximately 15 gross acres when the need for 93 acres of such lands for other uses is taken into account.
- The High Density Residential designation has a *deficit* of approximately 35 gross acres when the need for 23 acres of such lands for other uses is taken into account.

There are two issues with adding residential land to the UGB for non-residential uses as proposed in the Analysis: (1) there is no assurance that some or all of this land will not be developed for residential uses for which need has not been determined, and (2) it may duplicate land need where these same non-residential uses are permitted in one or more non-residential zones.

### **Conclusion**

Substantive issues must be addressed in the Springfield Residential Land and Housing Needs Analysis before it can be recommended for adoption by the City Council. DLCD staff is prepared to work with city staff in addressing these and other issues related to the proposal. Please contact DLCD's regional representative Ed Moore to schedule work sessions or other meetings with department staff if that would be helpful.

Respectfully,



Ed Moore, AICP  
South Willamette Valley Regional Representative

Copy: Springfield PAPA 007-09 File  
Richard Whitman, Director, DLCD  
Darren Nichols, Manager, CSD/DLCD  
Rob Hallyburton, Manager PSD/DLCD  
Bob Rindy, Policy Specialist/DLCD  
Bob Cortright, Transportation Planning Coordinator/DLCD  
Gloria Gardiner, Urban Planning Specialist/DLCD

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October 20, 2009

Ed Moore, AICP  
Community Services Division  
Dept. Land Conservation and Development  
644 A Street  
Springfield, OR 97478

**Re: Springfield 2030 Refinement Plan, Residential Lands Study, and HB 3337 Issues**

Dear Mr. Moore:

This letter responds to questions and comments you have provided us concerning the proposed Springfield Residential Lands Analysis, the Springfield 2030 Refinement Plan, and related issues. It also provides our current understanding of how HB 3337, the Metro Plan, and other elements of our acknowledged comprehensive plan relate to one another.

**First question:** How is Springfield intending to adopt the Springfield Residential Land and Housing Needs Analysis (RLS)?

**Response:** The city currently expects to adopt the RLS by resolution before January 1, 2010, as a preliminary, nonfinal decision, consistent with its statutory obligation to "complete the inventory, analysis and determination required under ORS 197.296(3) to begin compliance with this 2007 Act within two years after the effective date of this 2007 Act." See 2007 Or Laws Chapter 650 (partially codified as ORS 197.304, and commonly known as HB 3337).

The proposed resolution adopting the RLS will explicitly recite that it is not a final land use decision and will not become final and subject to review until formally adopted upon completion of the HB 3337/ORS 197.296 process. This is consistent with the advice of the Land Use Board of Appeals in **DLCD v. McMinnville**, 41 Or LUBA 210, 228 (2001).

**Second question:** You have asked if we are adopting the RLS as an amendment to an acknowledged comprehensive plan.

**Response:** Not at this time. The RLS will be adopted as part of the 2030 Refinement Plan upon completion of the HB 3337/ORS 197.296 process.

Date Received: 10-20-09  
Planner: LP

Ed Moore, AICP  
Community Services Division  
Re: Springfield Residential Lands Study, HB 3337  
October 20, 2009  
Page 2

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**Third question:** Will Lane County be co-adopting your analysis?

**Response:** Yes as to the final product, but not as to the initial step of adopting the RLS. HB 3337 directs "each city" to complete the initial ORS 197.296(3) baseline analysis by January 1, 2010. However, HB 3337 also states that the overall process is to result in the establishment of a separate UGB pursuant to statewide land use goals. Goal 14 provides that establishment and change of urban growth boundaries is a cooperative process requiring joint adoption by cities and counties. The City recognizes that the initial RLS may require modification after January 1, 2010, and that the final RLS will have to be acceptable to the Board of County Commissioners when they co-adopt Springfield's separate UGB.

**Third question:** A number of your comments and questions can be summarized as a request to explain how the proposed Springfield 2030 Refinement Plan relates to the region's acknowledged comprehensive plan. You have asked us to explain the terms "Refinement Plan" and "Framework Plan," noting that both terms are used in different contexts by state statutes. You have also questioned the draft's 2030 Plan's statement that "Together, the Metro Plan and the functional and refinement plans constitute the region's comprehensive plan." You have indicated that, as you understand it, the Metro Plan is the region's comprehensive plan.

**Response:** Springfield's 2030 Refinement Plan will implement HB 3337 using a well-established acknowledged mechanism of comprehensive plan supplementation that has been used for a wide range of purposes since the initial acknowledgment of the region's comprehensive plan in 1982. As the discussion below shows, that acknowledged comprehensive plan is not just the Metro Plan but includes the Metro Plan and the many functional and refinement plans that have been adopted and acknowledged over the past quarter-century.

**The terms "Comprehensive Plan," "Framework Plan," and "Refinement Plan."**

You have asked us to explain the terms "Refinement Plan" and "Framework Plan," noting that both terms are used in different contexts by state statutes. You have also questioned the draft's 2030 Plan's statement that "Together, the Metro Plan and the functional and refinement plans constitute the region's comprehensive plan."

Both LUBA and the Court of Appeals have repeatedly and correctly observed that the Eugene-Springfield metropolitan area's acknowledged "comprehensive plan" is not the Metro Plan alone, but a constantly growing and changing "multi-volume" package of plan documents, including a dominant but highly generalized "framework plan" and a variety of "refinement plans" which not only "refine" but "supplement" the framework document.

A few examples:

**Home Builders Assoc. v. City of Eugene, 52 Or LUBA 341 (2006)(Home Builders I)**

"The City of Eugene, the City of Springfield and Lane County have jointly adopted a comprehensive plan for the Eugene/Springfield urban area. That **comprehensive plan is made up of many different plan documents**. However, a single plan document, the Eugene-Springfield Metropolitan Area General Plan (Metro Plan), is the **framework plan** around which those jurisdictions' **multi-volume comprehensive plan** is built. \* \* \* [emphasis added]

"The Introduction chapter of the Metro Plan explains the relationship of the hierarchically superior Metro Plan document to the many other planning documents that combine to make up the regional comprehensive plan:

"Where the [Metro] Plan is the basic guiding land use policy document, 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**. Due to budget limits and other responsibilities, all such plans, programs, and policies cannot be pursued simultaneously. \* \* \* [emphasis added]

"Refinements to the [Metro] Plan can include: 1) city-wide comprehensive policy documents, such as the 1984 Eugene Community Goals and Policies; 2) functional plans and policies addressing single subjects throughout the area, such as water, sewer, or transportation plans; and 3) neighborhood plans or special area studies that address those issues that are unique to a specific geographical area. In all cases, the [Metro] Plan is the guiding document, and refinement plans and policies must be consistent with the [Metro] Plan. Should inconsistencies occur, the [Metro] Plan is the prevailing policy document. The process for reviewing and adopting refinement plans is outlined in Chapter IV.' Metro Plan I-5." 52 Or LUBA at 343-45.

"Although we . . . do not decide the question here, we see no reason why the concept of a 'Refinement Plan' as defined at Metro Plan V-5 . . . is limited to documents that can be characterized as 'plans,' as opposed to plans, programs, policies, strategies or other documents that are being adopted as refinements of the Metro Plan. . ." *Id.*, 52 Or LUBA at 357, fn. 12.

**Friends of Eugene v. City of Eugene**, 196 Or App 771(2004).

"The Metro Plan . . . is a regional comprehensive plan that was adopted by Lane County and the cities of Eugene and Springfield and that is considered a **part of** the city's comprehensive plan."

**Opus v. City of Eugene**, 28 Or LUBA 670, 676 (1995):

". . . [R]efinement plans are **part of** the city's comprehensive plan."

The 2030 Refinement Plans for Eugene and Springfield fit comfortably within the Metro Plan's description of refinement plans. They will be "city-wide comprehensive policy documents" that will both refine and supplement the Metro Plan.

#### **Plan Consistency**

The Metro Plan continues to serve as the policy framework, subject to superseding state laws, including but not limited to 2007 Or Laws Chapter 650 (HB 3337). The 2030 Refinement Plans will also maintain consistency with the rest of the region's comprehensive plan, including the transportation and public facilities plans. Because the region's comprehensive plan is a multi-part, frequently-changing set of documents, consistency will be achieved in part by having the 2030 refinement plans recognize that they are part of that process.

Here too, our approach is consistent with recent guidance from LUBA and the Court of Appeals. Both have recognized that comprehensive planning is a dynamic process and that neither Goal Two nor ORS 197.015(5) requires constant resynchronization of all the parts of complex comprehensive plans adopted to deal with a changing world, including evolving requirements of state land use statutes, goals, and rules.

As the Court of Appeals put it last year, in a similar context:

"Petitioners have not demonstrated any basis in goal 2 or ORS 197.015(5) to require the city to update the existing comprehensive plan contemporaneously with adopting the MUR [Madras Urbanization Report]. While language in the guidelines to Goal 2 states that the comprehensive plan should 'form a consistent whole at all times,' the guidelines to the goals are not mandatory approval criteria that must be satisfied to approve or deny a post-acknowledgment plan amendment. **Downtown Comm. Assoc. v. City of Portland**, 80 Or App 336, 340, 722 P2d 1258 (1986); ORS 197.015(9)."

"Aside from that, it is not clear to us that there is a conflict between the MUR and the balance of the comprehensive plan in the first place, . . . the MUR made clear that the

newer information supersedes contrary data in the existing comprehensive plan." **GMK Developments, LLC v City of Madras**, 225 Or App 1, 8 (2008), affirming LUBA decision.

Several cases illustrate how LUBA and the Court of Appeals understand the relationship between the area's framework plan, other parts of the comprehensive plan, implementing regulations and decisions.

In **Knutson Family LLC v. City of Eugene**, 200 Or App 292, 114 3d 1150 (2005), a city hearings officer rejected a request to rezone property from residential to commercial, consistent with the Willakenzie Area Refinement Plan, on the ground that the refinement plan designation conflicted with the Metro Plan Diagram. The Court of Appeals reversed, pointing out that the Metro Plan Diagram is a very generalized "blob" that has been refined and supplemented by the more specific refinement plan. As the Court said, "Although it is clear that the Metro Plan is the guiding document and takes precedence over a refinement plan where inconsistencies exist, the Metro Plan diagram is only a generalized depiction of land uses."

In **Home Builders Association v. City of Eugene**, \_\_\_ Or LUBA \_\_\_ (LUBA 2008-148/149, Final Opinion and Order June 12, 2009), LUBA recognized that "The City of Eugene's comprehensive plan is made up of a number of documents" and that "Two of those documents are the Metro Plan and the West University Refinement Plan." LUBA went on to find that certain code amendments affecting parking were inconsistent with specific policies in the refinement plan. In contrast, LUBA determined that other code amendments did not conflict with generally-worded Metro Plan policies about reducing impervious surfaces and removing barriers to higher density housing.

In **Jaqua v. City of Springfield**, 193 Or App 573, 91 P3d 817 (2004), the Court of Appeals ruled that the Metro Plan's definition of "residential lands" was sufficiently specific to preclude amendments to the Gateway Refinement Plan allowing a regional hospital on such lands, but that the same language was too general to exclude neighborhood hospitals.

#### **Effect of the statutory "Notwithstanding" clause**

Several of your comments seem to assume that the Metro Plan will have to be amended in order to allow Eugene and Springfield to meet their obligations under the statute. The clear import of those comments is that, notwithstanding the statutory notwithstanding clause, and notwithstanding the statute's mandate that each city meet its obligations "separately from any other city," the Metro Plan can still be used to prevent each city from meeting those obligations.

We respectfully disagree. Such a narrow reading of HB 3337's "notwithstanding" clause is inconsistent with the purpose, text, context, and clearly-stated mandates of the statute.



Oregon's courts will not uphold an agency reading, by rule or otherwise, that ignores, frustrates, or nullifies a new statute. See **Wetherell v. Douglas County**, 342 Or 666, 160 P3d 614 (2007)(invalidating LCDC rule prohibiting local governments from considering "profitability" in identifying agricultural land when legislature had amended ORS 197.203 to define "farm use" as "the current employment of land for the primary purpose of obtaining a profit in money.")

As you know, the meaning of the statute is a legal question for the court. LCDC has not adopted rules to interpret 2007 Or Laws Chapter 650. As the **Wetherell** case indicates, an interpretive rule so clearly inconsistent with the purpose, text, and context of the statute would get no deference from the courts. As the Court of Appeals said recently, it "defers to an agency's interpretation of its own rule only as long as that interpretation 'cannot be shown either to be inconsistent with the wording of the rule itself, or with the rule's context, or with any other source of law.'" **Gafur v. Legacy Good Samaritan**, 344 Or 525, 185 P3d 446 (2008).

With these principles in mind, here is how we read 2007 Or Laws Chapter 650:

Section 2(1) is the operative heart of Chapter 650. It begins with the notwithstanding clause, which applies to each and every obligation that follows:

Section 2. (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.

What this language clearly means is that Eugene and Springfield is each required by statute to

- "separately" meet its obligations under ORS 197.295 to 197.314 "notwithstanding" IGAs and comprehensive plan provisions to the contrary;
- "separately establish its own urban growth boundary, "notwithstanding" IGAs and comprehensive plan provisions to the contrary;;
- "separately" demonstrate, "notwithstanding" IGAs and comprehensive plan provisions to the contrary, that its comprehensive plan provides sufficient buildable lands within a UGB

established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.

Read in context, any IGA or comprehensive plan provisions which make it impossible or impracticable for a city to separately, timely, and completely fulfill its duties under the statute must be considered to be "to the contrary" within the meaning of the statute.

#### **Effect of Separate City Action under HB 3337 on Existing Comprehensive Plan**

A subsidiary question has been raised concerning the effect of one city's adopting a 2030 Refinement Plan and UGB or related inventory on the current Metro UGB and other elements of the existing regional comprehensive plan as they apply to the other city.

Section 2(2) of HB 3337 addresses this issue. It provides as follows:

"(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."

This language, both by its terms and read in context, is a straightforward savings clause. It does not retract or limit the notwithstanding clause in any way. What it does do is to clearly contradict the idea that whenever either city separately takes a step towards meeting its obligations under the statute, it effectively repeals or disacknowledges the area's comprehensive plan for the other city. This reading is consistent with interpretive principles to avoid unnecessary state preemption of local legislation and to harmonize all applicable statutes and local land use provisions where possible. See **Baker v. City of Woodburn**, 190 Or App 445, 79 P3d 906 (2003); **Historical Development Advocates v. City of Portland**, 27 Or LUBA 617 (1994). See also, **Miller v. Meisel Co., Inc.**, 183 Or App 148, 51 P3d 650 (2002)(statutory terms to be given "a broad construction commensurate with the statute's purpose." ).

On the contrary, Section 2 assures that the Metro Plan and all its parts, including its inventories and urban growth boundary, remain acknowledged and in effect except where, when, and to the extent they have been replaced by a separately-adopted inventory, plan element, or UGB in fulfillment of the mandates of the 2007 statute.

Section 2 means, for example, that if Springfield adopts a 2030 inventory or other plan element for east of I-5 in order to meet its statutory obligations, Eugene will still be able to rely on the acknowledged Metro inventory, acknowledged Metro Plan policies, acknowledged functional and refinement plans, and the acknowledged Metro UGB when making land use decisions west of I-5 until it separately updates or replaces those elements for its own jurisdictional area.

Ed Moore, AICP  
Community Services Division  
Re: Springfield Residential Lands Study, HB 3337  
October 20, 2009  
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### **Conclusion**

The city appreciates the opportunity to address your questions and hopes that it has done so to your satisfaction. To summarize the discussion above:

- The City reads HB 3337 to require the city to complete the initial stage of the ORS 197.296 process by the end of the year.
- That initial stage does not include adoption or amendment of an urban growth boundary or of any comprehensive plan policies or designations.
- We are coordinating extensively with the county at every stage of the process, including this one.
- The City agrees that there are uncertainties concerning the ORS 197.296 process. These uncertainties predate HB 3337 and affect cities and counties across the state.
- Springfield will complete its HB 3337 baseline tasks by the statutory deadlines by a resolution of adoption that is explicitly not a final land use decision.

Sincerely,

Allen L. Johnson  
Special Counsel to the City of Springfield

cc: Bill Grile, Director, Development Services  
Bill Van Vactor, Office of Springfield City Attorneys  
Emily Jerome, Office of Eugene City Attorneys  
Steve Vorhes, Lane County Counsel's office  
Steve Shipsey, Attorney General's office  
Richard Whitman, DLCD Director

*Testimony submitted by George Grier.*

*George Grier presented oral testimony to the Planning Commission on October 20, 2009 and submitted a copy of this study into the record. The entire document can be viewed on the following Website:*

*<https://urbancollaborative.sharefile.com/?cmd=d&id=602fd967f0234a66>*

*If you would like to review the paper document please call Brenda Jones at 726-3610, City of Springfield, Administrative Specialist.*

# Planning East Main Street



The results and products of landscape architecture studio  
from the University of Oregon  
Fall 2008

Section A-264

Attachment 2-54



# SPRINGFIELD 2030 REFINEMENT PLAN

## ECONOMIC ELEMENT

*Preliminary Draft: December 31, 2009*

### **OVERVIEW**

The purpose of this chapter is to identify the goals, objectives, policies, implementation actions and findings that the City of Springfield, in cooperation with Lane County, has adopted to comply with Statewide Planning Goal 9, Economic Development.

**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.**

To comply with Statewide Goal 9, the City of Springfield has adopted a Commercial and Industrial Lands Inventory, an Economic Opportunities Analysis and Economic Development Objectives and Implementation Strategies. This chapter articulates Springfield’s economic goals, objectives, policies, implementation actions based on the Economic Opportunities Analysis. These policies are supplemental to and refinements of the goals, objectives, and findings contained in the Eugene-Springfield Metropolitan Plan Economic Element IIIB.

***Relationship to Metro Plan, Functional Plans, and other Refinement Plans.*** The 2030 Refinement Plan’s Economic Development Policies are in addition to and not in place of the Metro Plan’s Economic Development Policies. They are also intended to supplement and reinforce but not to modify economic development goals, objectives, and policies in existing acknowledged refinement plans. If conflicts do arise, the Metro Plan and functional plans shall control in cases of conflict with the 2030 Refinement Plan, and the 2030 Refinement Plan shall control in the case of conflict with neighborhood, district, and other site-specific refinement plans.

The 2004 Update of the Eugene-Springfield Metropolitan Area General Plan includes an economic element that articulates the region’s economic goals and objectives. The Metro Plan lists a single economic development goal:

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

The Springfield 2030 Refinement Plan implements, interprets, and supplements these goals as follows:

### **GOALS**

***EG-1 Broaden, improve, and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing the environment.***

**EG-2 Support the development of the next economy guided by the following principles:**

- **Healthy Living – Championing businesses and entrepreneurs that promote a healthy, safe, and clean community while enhancing, protecting, and making wise use of our natural resources (JEO 9-14-09).**
- **Smart Growth – Encourage a culture of entrepreneurship and re-investment into our local community (JEO 9-14-09).**
- **Be Prepared – Develop the region’s physical, social, educational, and workforce infrastructure to meet the needs of tomorrow (JEO 9-14-09).**
- **Local Independence – Promote local businesses and entrepreneurs that lead our area to a higher level of economic independence and resilience (JEO 9-14-09).**
- **Regional Identity – Create a stronger economic personality that celebrates our region’s attributes and values (JEO 9-14-09).**

Metro Plan text explains that

"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 goal of all economic efforts. Economic growth or industrial expansion is acceptable when it is consistent with these goals and objectives." Metro Plan III-B-1

The proposed Springfield 2030 Refinement Plan Economic Development Goals affirm the Metro Goal with an appropriate emphasis on maintaining and enhancing Springfield's role, responsibility, and identity within the regional and state economies of which it is a part.

A Regional Economic Development Plan Framework was approved by the Joint Elected Officials (JEO) in June 2009. The goals, objectives and strategies included in the framework help define the next economy for our region. The Springfield 2030 Refinement Plan Economic Element incorporates the Regional Economic Development Plan Framework. Through adoption of the Springfield 2030 Refinement Plan, Springfield and Lane County acknowledge Springfield's commitment to providing land use policies that support a regional economic development framework that will better position our regional economy to take advantage of economic opportunities that align with our area's assets and values.

The Springfield 2030 Refinement Plan implements and interprets the economic development goals as follows:

### **ECONOMIC DEVELOPMENT OBJECTIVES AND IMPLEMENTATION STRATEGIES**

The Regional Economic Development Plan Framework identifies specific economic development objectives and strategies for the region:

<b>EO-1</b>	<b>Support the creation of 20,000 net new metropolitan area jobs in the chosen economic opportunity areas by 2020 (JEO 9-14-09).</b>		
<b>Implementation Actions</b>	<b>1.1</b>	<b><i>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.</i></b>	
	<b>1.2</b>	<b><i>Support the Growth and Development of Existing Area Businesses to Achieve Quality Job Creation.</i></b>	
<b>EO-2</b>	<b>Support the reduction of the local unemployment rate to, or below, the state average (JEO 9-14-09).</b>		
<b>Implementation Actions</b>	<b>2.1</b>	<b><i>Encourage local residents to develop skills and other educational attributes that enable them to obtain existing jobs.</i></b>	
	<b>2.2</b>	<b><i>Work with local agencies to meet and sustain workforce needs, such as: training and education, job advancement, or local expansion of businesses that are less subject to boom and bust cycles.</i></b>	
<b>EO-3</b>	<b>Support an increase in the average annual wage to, or above, the state level (JEO 9-14-09).</b>		

<b>Implementation Actions</b>	<b>3.1</b>	<b>Recruit businesses that pay higher than average wages for the region (as reported by the Oregon Employment Department) to development Springfield's economy.</b>
	<b>3.2</b>	<b>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.</b>
	<b>3.3</b>	<b>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.</b>

The *Springfield Economic Development Objectives and Implementation Strategies* identify a range of potential economic development strategies for the City. 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).

<b>EO-4</b>	<b>Provide an adequate supply of sites of varying locations, configurations, and size, to accommodate industrial and other employment over the planning period, as identified in the Springfield Economic Opportunities Analysis.</b>	
<b>Implementation Actions</b>	<b>4.1</b>	<b>Designate and zone land to provide sites that meet the site characteristics and site sizes described in the Economic Opportunity Analysis. These sites may include vacant, undeveloped land, partially developed sites with potential for additional development through infill development, and sites with redevelopment potential. The City can provide land in two ways: (1) increasing commercial and industrial land-use efficiency by promoting infill or redevelopment; and (2) bringing new land into the urban growth boundary.</b>
	<b>4.2</b>	<b>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.</b>
	<b>4.3</b>	<b>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</b>



		<i>for future employment needs and are not subdivided or used for non-employment uses.</i>
	4.4	<i>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).</i>
	4.5	<i>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).</i>
	4.6	<i>Provide an adequate competitive short-term supply of suitable land to respond to economic development opportunities as they arise. (Note: "Short-term supply" means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.)</i>
	4.7	<i>Reserve enough large sites for special developments and industries that require large sites.</i>
	4.8	<i>Maintain existing types and levels of industrial and other employment uses in Springfield.</i>
	4.9	<i>Encourage employers to locate in downtown Springfield, where appropriate.</i>
	4.10	<i>Encourage redevelopment of Glenwood with a mixed use employment and housing center.</i>
	4.11	<i>Support increased potential for employment in one of the regional industry clusters: Communication Equipment, Information Technology (Software), Metals (Wholesalers), Processed Food and Beverage, Wood &amp; Forest Products, Transportation Equipment .</i>
	4.12	<i>Support development of health-care related services to compliment the PeaceHealth development in the Gateway area.</i>
	4.13	<i>Support development of convention- and tourism-related economic activities.</i>
	4.14	<i>Support increased potential for employment in industries related to information technology.</i>

	4.15	<i>Encourage neighborhood commercial uses, as appropriate, in low-density residential areas.</i>
	4.16	<i>Encourage opportunities for employment close to residences, including mixed-use development.</i>
	4.17	<i>Create an Employment Mixed Use plan designation, that could be applied to land along the existing and proposed EmX Transit corridors and in Nodal Development areas.</i>
	4.18	<i>Provide the necessary public facilities and services to allow economic development.</i>
	4.19	<i>Continue to prepare focused district specific plans to facilitate development and redevelopment.</i>
	4.20	<i>Continue to support efficiency of land use through adoption of district and refinement plans that designate an adequate and competitive supply of land to facilitate short term and long term redevelopment activity.</i>
	4.21	<i>The City and the Springfield Economic Development Agency (SEDA) shall continue to provide development tools and incentives (such as Urban Renewal support) within targeted priority redevelopment areas as funds become available to facilitate expedient and economically feasible redevelopment.</i>
	4.22	<i>The City shall adopt a Downtown District Plan and Implementation Strategy in 2010 to guide significant redevelopment in downtown and shall commit to the immediate and continued implementation of the Plan as resources are available.</i>
	4.23	<i>The City shall continue to partner with TEAM Springfield partners to identify and implement short term and long term actions to revitalize downtown.</i>
	4.24	<i>The City shall adopt the Glenwood Riverfront District/Franklin Corridor District Plan and Focus Area One plan amendments in 2010, in cooperation with Lane County.</i>
	4.25	<i>The City shall continue to seek funding opportunities and public-private partnerships to allow construction of key urban infrastructure elements to support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin Corridor multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.</i>
	4.26	<i>The City shall continue to seek, evaluate and consider downtown sites for future siting of civic buildings to reinforce the downtown civic center and</i>

		<i>the downtown employment center.</i>
	4.27	<i>The City shall continue to conduct focused district planning in key redevelopment areas, as directed by the City Council, as resources are available. Such efforts will review, update and supersede existing refinement plan designations and policies. The Springfield Refinement Plan will be updated continually to be inclusive of all future plan map changes in Springfield.</i>
	4.28	<i>Future district specific planning processes shall identify “soft sites” with the greatest potential for redevelopment and shall include analyses to evaluate economic feasibility of redevelopment.</i>
	4.29	<i>The City shall identify and include key stakeholder partners in district specific planning efforts to facilitate redevelopment through public-private partnerships.</i>
	4.30	<i>The City, as supported by the Springfield voters, shall continue to provide public policy and financial support when possible for redevelopment in Springfield. Through the annual Goal-setting process, the City Council shall identify redevelopment target areas.</i>
<b>EO-5</b>		<b>Provide an adequate competitive short-term supply of suitable land to respond to economic development opportunities as they arise.</b>
<b>Implementation Actions</b>	5.1	<i>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.</i>
	5.2	<i>Work with the State to have sites certified as project-ready through the state’s certified Industrial Lands program.</i>
	5.3	<i>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’s intent is to replenish the short-term supply of land on an annual basis or every two to three years.</i>
	5.4	<i>The City shall continually improve Development Services permitting processes to remove regulatory impediments to redevelopment, provide efficient streamlining of permitting processes, create incentives for redevelopment, and provide flexible design standards (clear and objective track plus discretionary track) to build on the community’s strong reputation as a friendly, welcoming and business-friendly city.</i>
	5.5	<i>The City shall develop annexation tools to facilitate and streamline owner-initiated annexations in Glenwood.</i>

<b>EO-6</b>	<b>Reserve sites over 20-acres for special developments and industries that require large sites.</b>	
<b>Implementation Actions</b>	<b>6.1</b>	<b><i>Designate land for industrial or business parks to provide opportunities for development of business clusters for related or complementary businesses.</i></b>
	<b>6.2</b>	<b><i>Designate sites larger than 20 acres in the UGB expansion areas as Employment Opportunity- Urban Holding Area and require Master Plan approval prior to annexation and development. See Urbanization Element. The minimum parcel size within Employment Opportunity- Urban Holding Areas shall be 20 acres to reserve large parcels.</i></b>
	<b>6.4</b>	<b><i>Create an Employment Mixed Use plan designation to allow secondary supporting land uses in walkable employment centers served by transit service to support the goals of compact urban development.</i></b>
<b>EO-7</b>	<b>Provide adequate infrastructure efficiently and fairly.</b>	
<b>Implementation Actions</b>	<b>7.1</b>	<b><i>Coordinate capital improvement planning with land use and transportation planning to coincide with the City’s Economic Development Strategy.</i></b>
	<b>7.2</b>	<b><i>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.</i></b>
	<b>7.3</b>	<b><i>Ensure that public private development agreements to recover costs are in effect prior to financing public improvements.</i></b>
	<b>7.4</b>	<b><i>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.</i></b>
	<b>7.5</b>	<b><i>Make efficient use of 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.</i></b>
	<b>7.6</b>	<b><i>The City shall continue to seek funding opportunities and public-private partnerships to allow construction of key urban infrastructure elements to support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin Corridor multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.</i></b>
	<b>7.7</b>	<b><i>Support development of citywide high-speed internet access and other telecommunications infrastructures.</i></b>

	7.8	<i>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.</i>
	7.9	<i>Assist with providing infrastructure through the use of Urban Renewal funding, where appropriate.</i>
	7.10	<i>Continue to consider potential policies, strategies and economic feasibility of tiered systems development charges (SDCs) assessments in target redevelopment areas that have capacity to provide land for employment, especially for redevelopment of areas five acres and larger.</i>
<b>EO-8</b>	<b>Encourage employers to locate in downtown Springfield, when appropriate.</b>	
<b>Implementation Actions</b>	8.1	<i>The City shall adopt a Downtown District Plan and Implementation Strategy in 2010 to create new capacity and support for downtown employment uses that use land more efficiently and minimize the costs of providing infrastructure.</i>
	8.2	<i>The City shall adopt a Downtown District Plan and Implementation Strategy in 2010 that identifies the infrastructure and services that businesses need to operate in downtown Springfield.</i>
	8.3	<i>Develop programs to promote investments in existing buildings to make downtown more attractive, such as the Urban Renewal program.</i>
	8.4	<i>Develop a marketing strategy to attract businesses to downtown Springfield, including providing low-cost assistance for businesses moving to downtown.</i>
<b>EO-9</b>	<b>Encourage redevelopment of Glenwood with a mixed use employment and housing center.</b>	
<b>Implementation Actions</b>	9.1	<i>Continue to support Redevelop and develop sites in Glenwood through planning, 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 Glenwood Riverfront District Plan.</i>
	9.2	<i>As funds allow, provide the infrastructure and services to necessary for development in Glenwood.</i>
	9.3	<i>Coordinate economic development in Glenwood with regional economic development agencies.</i>
	9.4	<i>Continue to leverage available funds to promote economic development in</i>

		<i>Glenwood through techniques, such as optioning land, land assembly and cooperative development agreements, to assist developers with land assembly problems.</i>
	9.5	<i>Recruit anchor institutions, focusing on academic and health care institutions to locate in Springfield. Recruit to establish a University of Oregon anchor land use in Glenwood to stimulate private investment in redevelopment of vacant or neglected sites.</i>
EO-10		<p><i>Redevelop brownfields as the opportunities for reuse arise.</i></p> <ul style="list-style-type: none"> <li>▪ <i>Springfield has more than 20 brownfield sites that will require clean-up before the sites can be redeveloped.</i></li> <li>▪ <i>Springfield has about 20 to 50 more sites that may be brownfields if the sites were available for redevelopment.</i></li> <li>▪ <i>The cost of clean-up will vary, depending on the prior uses and type of contamination on the site.</i></li> </ul>
Implementation Actions	10.1	<i>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.</i>
	10.2	<i>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.</i>
	10.3	<i>Provide non-monetary assistance with clean-up and redevelopment of brownfield commercial and industrial sites, such as possible sponsorship of applicable state and federal grants.</i>
EO-11		<i>Encourage development of commercial businesses in close proximity with residential uses, where appropriate.</i>
Implementation Actions	11.1	<i>Amend plans to provide more opportunities for mixed commercial, residential and employment. Prioritize updating plans for mixed used development that includes retail, office commercial, and multifamily housing in downtown, Glenwood, along the Main Street corridor and along the Downtown to Gateway transit corridor.</i>
	11.2	<i>When preparing or amending neighborhood plans, identify opportunities to designate and/or zone land for neighborhood retail or small-scale office uses in and adjacent to residential areas, where these uses are appropriate and acceptable to residents.</i>
	11.3	<i>Continue to support policies and develop implementation tools to encourage economically feasible mixed-use development and nodal development in Springfield’s downtown, Glenwood, and mixed-use nodes identified in TransPlan.</i>

	<b>11.4</b>	<i>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.</i>
	<b>11.5</b>	<i>Increase opportunities for siting employment centers where they can be efficiently served by transit. Apply Mixed-Use Employment Zoning to portions of these new development centers to allow some supporting uses. Require master plan approval and Goal 12 analysis as a requirement of annexation of identified employment opportunity sites (lands to be brought into the UGB).</i>
<b>EO-12</b>	<b>Support and assist existing businesses in Springfield.</b>	
<b>Implementation Actions</b>	<b>12.1</b>	<i>Develop and implement an outreach strategy to determine how the City can assist the economic well-being of Springfield’s 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.</i>
	<b>12.2</b>	<i>Encourage and support self-help methods and programs for business districts such as the formation of business associations and special self-assessment districts for parking and economic improvement.</i>
	<b>12.3</b>	<i>Pursue special projects and grant applications that provide support to local business and industry.</i>
<b>EO-13</b>	<b>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 &amp; Forest Products, and Transportation Equipment.</b>	
<b>Implementation Actions</b>	<b>13.1</b>	<i>Provide the services, infrastructure, and land needed to attract the identified regional industry clusters types of businesses, especially where it can increase connectivity between businesses.</i>
	<b>13.2</b>	<i>Designate land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.</i>
	<b>13.3</b>	<i>Promote development of support businesses for business clusters, including specialized suppliers for the business cluster, restaurants, financial institutions, and other services.</i>
	<b>13.4</b>	<i>Promote further development of the health care cluster in the Gateway</i>



		<i>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.</i>
	13.5	<i>Promote development of high-tech businesses by continuing to target these businesses for recruitment and expansion in Springfield.</i>
	13.6	<i>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.</i>
EO-14	Increase the potential for convention- and tourist-related economic activities to generate economic activity, especially in the service industries like retail, food services, and accommodations.	
<i>Implementation Actions</i>	14.1	<i>Assist with conference center development at a suitable site in Springfield with a goal of making it financially independent with self-sustaining operations.</i>
	14.2	<i>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.</i>
	14.3	<i>Ensure that the factors that are likely to attract visitors to Springfield, especially Springfield’s environmental quality and natural beauty, are protected and enhanced.</i>
EO-15	Attract sustainable businesses and support sustainable development practices.	
<i>Implementation Actions</i>	15.1	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.
	15.2	Seek to reduce Springfield’s exposure to global economic and social vulnerabilities that could result as fuel supplies cease to be abundant and inexpensive.
	15.3	Define “sustainable businesses” and what business practices qualify as “sustainable.”
	15.4	Promote and recruit businesses that produce sustainable products, have sustainable business practices, and/or have sustainable manufacturing processes.
	15.5	Support land use patterns that reduce transportation needs, promote walkability and provide easy access to services and transportation options.



	15.6	Consider discounting development fees, prioritizing services or other incentives for development projects that are certified as sustainable to nationally recognized standards (e.g., LEED buildings) if economically feasible.
	15.7	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).
	15.8	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.

**FINDINGS:**

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

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

Category	Issues and themes
Jobs and the economy	Attract businesses that provide stable, living or family wage jobs that provide benefits  Recruit businesses that provide green or sustainable products  Lower the costs of doing business in the City, such as system development charges

Category	Issues and themes
	<p>and permitting fees</p> <p>Attract businesses to the City through the use of enterprise zones</p>
Sustainability and the environment	<p>Balance environmental protection and greenfield development</p> <p>Encourage green building practices for new development</p> <p>Capitalize on opportunities to increase walkability and bicycling</p>
Land use and zoning	<p>Balance the use of developing green-fields with redeveloping existing land and emphasizing infill</p> <p>Encourage more efficient land uses, including higher density development where appropriate</p> <p>Promote nodal development and mixed-use development, especially in downtown</p> <p>Provide opportunities for high quality development along the riverfront</p> <p>Reevaluate allowable uses, especially near schools</p> <p>Consider parking and transportation needs when planning for new uses, especially in downtown</p>
Redevelopment	<p>Focus on redevelopment in downtown and Glenwood.</p> <p>Revitalize downtown through redevelopment and rehabilitation of old buildings</p> <p>Promote re-use of vacant buildings in downtown</p> <p>Keep a historical perspective when considering redevelopment</p>

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

4. Economic development objectives and strategies that encourage transition to a greener economy can help strengthen the local economy by driving demand for locally provided products and services that conserve energy and reduce emissions. The need for research, design, development, manufacture and retrofit of cleaner, more energy efficient and more sustainable alternatives presents major economic opportunities.
5. Oregon is home to some of the nation’s leading developers, builders, architects, engineers and product manufacturers in the green building industry. These businesses spread economic benefits to the community by creating “green collar” jobs — skilled and semi-skilled, well-paying jobs that contribute directly to preserving or enhancing environmental quality. For example,

Oregon’s rapidly growing clean energy sector is showing strong demand for trained workers, including solar installers and wind turbine technicians.

6. Efforts to retrofit buildings for energy performance, develop the next generation of biofuels, design new ways to package goods and meet countless other needs with more sustainable practices will create many new jobs.
7. A shift away from fossil fuels such as coal, petroleum and natural gas will add substantial indirect economic benefits. By redirecting energy dollars to pay for efficiency improvements and non-fossil fuel energy, businesses and residents will spend more money locally, expanding markets for locally produced products and services.
8. Springfield supports the establishment of a critical mass of clean energy firms, such as wind developers, photovoltaic manufacturers, biodiesel producers and energy efficiency consultants in our region.
9. Land use policies that foster higher density development and redevelopment along transit corridors and mixed use compact development patterns will allow more residents to meet their daily needs without driving and to reduce household transportation costs. A more substantial portion of those saved dollars can be spent in the local economy where they have economic multiplier effects.
10. With Springfield’s and the region’s workforce expected to grow, the need for job growth will become even more pressing. Given the role that location of employment plays in where people live and how much they drive, weak job growth in the city will drive demand for additional infrastructure spending, increase transportation costs for Springfield residents and undermine regional efforts in land use and climate action.
11. To affect economic development, any policy or action must affect a factor of production that influence business locations and job growth. In brief, the factors that have the most impact on business locations and job growth are:
  - Labor
  - Land
  - Local Infrastructure
  - Access to markets and materials
  - Agglomerative economies (clusters)
  - Quality of life
  - Entrepreneurship

12. The supply, cost, and quality of any of these factors are dependent upon national and global market forces that local government has no influence over. But they also depend on public policy, which can generally affect these factors of production through:

- Planning
- Regulation
- Provision of public services
- Taxes
- Incentives

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

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

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

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

<b>Category/Policy</b>	<b>Description</b>
<b>Land Use</b>	<b>Policies regarding the amount and location of available land and allowed uses.</b>
Provide adequate supply of land	Provide an adequate supply of development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Springfield.

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

Category/Policy	Description
Jobs/housing balance	Make land available for a variety of low-cost housing types for lower income households, ranging from single-family housing types to multifamily housing.
<b>Other</b>	
Regional collaboration	Coordinate economic development efforts with the County, the State, and local jurisdictions, utilities, and agencies so that clear and consistent policies are developed.
Quality of life	Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.

Source: ECONorthwest.

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

## **Site Needs**

## WAREHOUSING AND DISTRIBUTION

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

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

### General Industrial

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

- **Site size.** Springfield will need five sites 20 acres and larger for general industrial use.
  - Springfield will need two sites of approximately 35 to 50 acres each.
  - Springfield will need two sites in the 80-120 acre range and one site in the 150-250 acre range.
- **Street access.** Industrial sites should be located on an arterial street that provides access to an Interstate 5 or highway 126 interchange. Sites should be no more than one mile from an interchange. The freight traffic from industrial sites should not be routed through residential neighborhoods.
- **Rail access.** Some industrial uses may benefit from rail access, especially businesses that ship bulky, inexpensive items over long distances. Access to a rail line, or the possibility of developing a rail spur, is an advantage for some businesses.
- **Topography.** Industrial sites should be relatively flat with slopes of not more than 10% slope.

- **Access to services.** City services should be accessible to the site, including sanitary sewer, and municipal water during the 20-year planning period.
- **Land ownership.** Sites with a single owner are strongly preferred, to reduce the cost of land assembly.
- **Surrounding land uses.** General industrial sites should abut compatible uses, such as other industrial uses, warehousing and distribution, business parks or commercial uses. The site should not abut urban residential, school or park uses.

### Office

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

- **Site size.** Springfield will need five sites 5 to 20 acres and one site 20 and 50 acres for office uses.
  - Springfield will need five sites of approximately 10 to 15 acres each.
  - Springfield will need one site of approximately 30 to 40 acres. This site should be dedicated to an office park.
- **Street access.** Office sites should be located on an arterial or major collector streets. Traffic from office sites should not be routed through residential neighborhoods.
- **Topography.** Office sites should be relatively flat slopes of not more than 15%e.
- **Access to services.** City services should be accessible to the site, including sanitary sewer, and municipal water during the 20-year planning period.
- **Land ownership.** Sites with a two or fewer owners are necessary to reduce the cost and uncertainty of land assembly.
- **Surrounding land uses.** Office uses are compatible with light industrial uses, retail, other services, or high-density residential uses.

### Retail

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

- **Site size.** Springfield will need one site of approximately 10 to 15 acres for a community shopping center.



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

### Other Services

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

- **Site size.** Springfield will need four sites of approximately 10 to 15 acres each.
  - **Street access.** Other service sites should be located on an arterial or major collector streets. Traffic from the sites should not be routed through residential neighborhoods.
  - **Topography.** The sites should be relatively flat with slopes of 15% or less.
  - **Access to services.** City services should be accessible to the site, including sanitary sewer, and municipal water over the 20-year planning period.
  - **Land ownership.** Sites with two 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.
22. The economic opportunities analysis has implications for Springfield’s economic land needs:

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

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

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

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

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

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

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

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

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

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

Attachment:

**JOINT ELECTED OFFICIALS  
AGENDA ITEM SUMMARY**

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Regional Economic Development

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Meeting Date: September 14, 2009  
Department: Planning and Development  
[www.ci.eugene.or.us](http://www.ci.eugene.or.us)

Agenda Item Number: 1  
Staff Contact: Jon Ruiz, Gino Grimaldi, Jeff Spartz  
Contact Telephone Number: 682-5336

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## ISSUE STATEMENT

At the June Joint Elected Officials (JEO) meeting, members approved the framework for a regional economic development plan that will better position our regional economy to take advantage of economic opportunities that align with our area's assets and values. The JEO Economic Development sub-committee (ED Task Force) that was formed to oversee the development of this plan has worked with the Technical Advisory Group (TAG), a group composed of key stakeholders in our regional economy, to develop economic development strategies that will help define the next economy for our region. The ED Task Force recommends that the JEO approve the economic development strategies outlined below to ensure continued and timely progress on creating a regional economic development plan.

## BACKGROUND

The citizens of the Eugene-Springfield metro area have felt the burden of the financial crisis more so than in other counties and other states. The decline in local jobs, coupled with an increased demand for social services, is putting a strain on city, county and state programs. The Eugene-Springfield metro area unemployment rate in July 2009 was 12.5%, a 6 percentage point increase over the last year, which is slightly higher than the state unemployment rate of 11.9%. The decline in the availability of local jobs has put increased pressure on social services. The number of cases in the federal Temporary Assistance for Needy Families program for our local district has increased 18.5 percentage points over the past year. The number of applications for low-income housing in Lane County in 2008 increased 13 percentage points compared to the previous year. These programs are indicative that the economic crisis has significantly impacted our local economy and that the need for a regional, long-term plan is present.

At the March Joint Elected Officials (JEO) meeting, members expressed interest in holding a *Regional Economic Summit* to coordinate a collaborative response to the current situation and formed a sub-committee (ED Task Force) for this purpose. At the June JEO meeting, the framework for the development of a regional economic development plan was approved. The framework for designing our next economy included the creation of a Technical Advisory Group (TAG) that is composed of key stakeholders in our regional economy. (Please see attachment A for the member list of the TAG). The TAG developed a list of strategies and tactics that they feel the region should strategically focus on to best influence the economic development of our region.

The TAG developed the economic development strategies with the following JEO approved goals and principles as guidance:

**Goal:** By 2020, create 20,000 net new jobs in the chosen economic opportunity areas; reduce the local area unemployment rate to, or below, the state average; and increase the average annual wage to, or above, the state level.

**Principles:** The principles that will guide the development of our next economy were discussed at length by the ED Task Force.

**Healthy Living** – Championing businesses and entrepreneurs that promote a healthy, safe, and clean community while enhancing, protecting, and making wise use of our natural resources.

**Smart Growth** – Encourage a culture of entrepreneurship and re-investment into our local community.

**Be Prepared** – Develop the region’s physical, social, educational, and workforce infrastructure to meet the needs of tomorrow.

**Local Independence** – Promote local businesses and entrepreneurs that lead our area to a higher level of economic independence and resilience.

**Regional Identity** – Create a stronger economic personality that celebrates our region’s attributes and values.

The following strategies developed by the TAG establish a vision for how the governments, businesses, and community members can work together to help the Eugene-Springfield metro area achieve economic sustainability. They establish a framework for decision-making for community partners within Eugene, Springfield and Lane County.

## **1. Business Retention and Expansion**

**Support the Growth and Development of Existing Area Businesses to Achieve Quality Job Creation.** We recognize the crucial role existing area businesses play in sustaining the health of the local economy and in creating job opportunities. Efforts should be directed at supporting the operating needs of local businesses as well as meeting their needs for expansion and growth.

**Tactic 1:** Coordinate public capital and finance networks within the region to facilitate business access to needed funding for continued operation and growth.

**Tactic 2:** Develop or strengthen peer-to-peer support networks for businesses of any type (start-up, existing, large, small, etc) for communicating regional information on financing, physical development, locating, hiring, recruiting, training.

**Tactic 3:** Assist businesses with site development or expansion through coordinated multi-agency review of development permits. Develop methods and policies to streamline the permitting process.

## **2. Entrepreneurial Infrastructure**

**Accelerate the Development of Entrepreneurial Infrastructure.** (Defined as those facilities and services present within our region which encourage the creation of new ventures, and the growth and development of small- and medium- sized enterprises).

**Tactic 1:** Increase the amount of investment capital in our region by leveraging such groups as the Willamette Angel Conference (WAC), the Southern Willamette Angel Network (formerly Lane Venture Forum), the Oregon Entrepreneurs Network (OEN), and the investor relations programs led by the Eugene Area Chamber of Commerce.

**Tactic 2:** Expand the partnership with University of Oregon and Oregon State University in bringing new technologies and innovations to market.

**Tactic 3:** Improve the region’s deal flow for investors by accelerating start-ups that are growth-ready, and providing educational opportunities for entrepreneurs to increase their skills.

### 3. Workforce Development

**A. Train, attract and maintain a competitive workforce to meet the region’s current and emerging industry needs and stimulate business development.** Foster a dynamic partnership of education, industry, and workforce development to forecast, assess and meet the training needs of existing and developing businesses.

**Tactic 1:** Partner with local educational systems to enhance and align services to prepare local residents with work readiness skills, including basic math and literacy skills, necessary for success in all occupations.

**Tactic 2:** Convene industry-interests panels to design and evaluate curricula to ensure that local training programs meet industry needs.

**Tactic 3:** Continue to build a culture that values learning, an entrepreneurial spirit, acceptance and diversity, and creativity to continue to attract entrepreneurial and innovative talent to our region.

**B. Increase the ready workforce in Lane County by expanding access to academic and occupational training for all Lane County residents, particularly lower-skilled and lower-wage workers.** We recognize the importance of a skilled workforce for the prosperity of the region.

**Tactic 1:** Connect basic skills training programs (e.g. G.E.D. preparation and English as a Second Language) to post-secondary certificate or degree programs.

**Tactic 2:** Partner with industry and education to encourage investment in training opportunities for young people, such as internships and work experience opportunities.

**Tactic 3:** Support the local recognition of Career Readiness Certificates, a state-wide testing and credentialing initiative to enhance workforce readiness.

### 4. Land and Physical Infrastructure

**Prepare for the Land and Physical Infrastructure, in a timely fashion, that is necessary to support Business Development and Stimulate Quality Job Creation.** Strengthen the coordination between infrastructure, planning and investments, land use, and economic development goals.

**Tactic 1:** Inventory and evaluate underdeveloped space in an effort to assist business re-locations in a timely fashion.

**Tactic 2:** Integrate opportunistic economic development goals into land use and supply analyses and policies.

**Tactic 3:** Promote and build on the Region’s transportation, distribution and logistics advantages.

**Tactic 4:** Continue to work with property and business owners to expand, upgrade and construct state-of-the-art facilities.

**Tactic 5:** Streamline the regulatory processes to assist with site selection and development.

## 5. Economic Identity

**Promote Awareness and Advocacy for the Region’s economic quality of life that continues to support and attract the investment and innovative and entrepreneurial talent and builds on our dynamic and diverse economic community.**

**Tactic 1:** Partner with local business and economic development organizations to develop and implement an on-going public relations campaign that will promote the Region's economic identity and successes, both internally and externally.

**Tactic 2:** Promote the Region's strong willingness and ability to mentor and coach entrepreneurs and businesses, and recognize the successes that grow from within this network.

**Tactic 3:** Promote and Celebrate the Region’s creative people who find success elsewhere and find bridges for them to contribute back to our community.

**Tactic 4:** Promote the region’s natural and cultural resources to enhance the cultural tourism within the region.

## 6. Targeted Industries

**A. Continue to support the development of our wealth generating sectors that have built a strong economic foundation for our community and have complemented our region’s quality of life, such as:**

- Transportation/Manufacturing
- Wood Manufacturing
- Health Care
- Construction

**B. Support development and growth in successful and emerging opportunity areas within the local economy:**

- Health/Wellness
- Advanced Manufacturing (technologically rich, innovative manufacturing)
- Software

- CleanTech/Renewable Energy
- Biomedical
- University of Oregon / Research & Development Institutions

**Tactic 1:** Identify strategies to address unique site and logistical needs of existing and emerging industries.

**Tactic 2:** Develop associations or networks among targeted cluster businesses for innovative networking, information-sharing and to provide opportunities for business growth.

**Tactic 3:** Pursue opportunities to expand and recruit businesses, ideas, and entrepreneurs into our region that can enhance our existing businesses and community.

The next step in the development of our regional economic development plan is the holding of an Economic Summit. The goal for the Economic Summit is to gather input on the tactics, or action items, for each approved economic development strategy, that will provide a framework for decision-making for our community partners. Following the Economic Summit, elected officials and others will a) review the input and refine the regional plan or b) ratify the regional plan and initiate implementation to build our next economy.

### **JEO OPTIONS**

Option 1: Approve the economic development strategies as described in this AIS and have the ED Task Force and Technical Advisory Group hold an Economic Summit in October.

Option 2: Modify the economic development strategies and have the ED Task Force and Technical Advisory Group hold an Economic Summit in October.

Options 3: Decline approving any of the economic development strategies and provide new direction for the ED Task Force.

### **JEO ECONOMIC DEVELOPMENT TASK FORCE’S RECOMMENDATION**

The ED Task Force recommends option one, which will approve the economic development strategies that create the outline of a regional economic development plan to design our area’s next economy and have the ED Task Force and Technical Advisory Group hold an Economic Summit in October.

### **SUGGESTED MOTION**

Move to 1) approve the economic development strategies presented in the AIS and 2) direct the Joint Elected Officials’ Economic Development Task Force and staff to hold an Economic Summit in October.

### **ATTACHMENTS**

A. Technical Advisory Group Member List



## Appendix B:

# Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities

---

**AGENDA ITEM SUMMARY**

Meeting Date: 1/19/2010  
Meeting Type: Regular Meeting  
Staff Contact/Dept.: Linda Pauly, DSD  
Staff Phone No: 726-4608  
Estimated Time: 60 minutes  
Council Goals: Mandate

**SPRINGFIELD  
CITY COUNCIL**

---

**ITEM TITLE:** ADOPTION OF SPRINGFIELD COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS INVENTORY, ECONOMIC OPPORTUNITIES ANALYSIS, ECONOMIC DEVELOPMENT OBJECTIVES AND IMPLEMENTATION STRATEGIES, CASE NUMBER LRP2007-00031

---

**ACTION REQUESTED:** Conduct a public hearing to accept testimony on the draft work products of the Commercial Industrial Buildable Lands Study (CIBL) and adopt/not adopt the following Resolution: 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 DEVELOPMENT 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. This action is not a final land use decision.

---

**ISSUE STATEMENT:** On December 15, 2009 the Springfield Planning Commission conducted a public hearing to receive testimony on the *Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and the Economic Development Objectives and Implementation Strategies*. After consideration of the record and testimony, the Planning Commission voted unanimously to forward a recommendation to the Council to adopt the work products of the study. Applicable criteria include 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.

---

**ATTACHMENTS:** Attachment 1: Planning Commission memorandum - CIBL  
Attachment 2: Council Briefing Memo  
Attachment 3: Planning Commission Recommendation and draft minutes from 12-15-09 meeting  
Attachment 4: Resolution  
Attachment 5: Comments received  
Attachment 6: Updated public review and adoption schedule

---

**DISCUSSION/  
FINANCIAL  
IMPACT:** The study provides technical analysis to determine the amount of land that would be required to provide for economic development in Springfield, based on the inventory of land available under existing *Metro Plan* residential designations, Plan policies, and statutory provisions for making such a determination. The Study concludes that the available supply of commercial and industrial buildable land in Springfield and the metro urban area east of I-5 does not fully meet Springfield's projected 20-year commercial and industrial land needs under current plan designations and policies. Springfield will decide how to address the deficit as well as other urban land needs (public, residential, recreational, etc.) as it moves toward meeting its statutory duty to establish its own UGB.

Adoption of the study will establish a clear economic development direction that identifies the city's strengths and opportunities, and its position in the broader Southern Willamette Valley region. Adoption of the study 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. The key conclusions in the analysis of land availability and capacity for employment uses in Springfield are:

- The City assumes that 52% of new employment growth in Springfield will not require vacant land.
- Springfield will need employment land with sites characteristics that cannot be found within the existing UGB.
- Springfield will need to add land to its Urban Growth Boundary to accommodate forecast employment growth and provide larger sites for target industry employers if the City is to meet local community development objectives.

Final adoption of the CIBL will require a subsequent Metro Plan amendment action by Springfield and Lane County.



**MEMORANDUM****CITY OF SPRINGFIELD**

---

**DATE OF HEARING:** December 15, 2009**TO:** Springfield Planning Commission**PLANNING COMMISSION  
TRANSMITTAL  
MEMORANDUM****FROM:** Linda Pauly**SUBJECT:** Springfield Commercial and Industrial Buildable Lands Study  
LRP2007-00031

---

**ACTION REQUESTED:** The Planning Commission shall conduct a public hearing to accept testimony on the draft work products of the Commercial Industrial Buildable Lands Study (CIBL). The Planning Commission is asked to forward a recommendation to the City Council to adopt the CIBL inventory, analysis and related plan provisions to provide Springfield with a baseline inventory and analysis of employment land needs for the plan period 2010-2030.

**ISSUE:** The City of Springfield proposes to adopt the draft *Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis* and the *Economic Development Objectives and Implementation Strategies* 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. Applicable criteria include 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.

**DISCUSSION:** The work products of the CIBL study were prepared by the City's consultant ECONorthwest and staff in collaboration with the CIBL Stakeholder Advisory Committee and the CIBL Technical Advisory Committee. Five two-hour joint work sessions with the Planning Commission and City Council were held to review and refine the work in progress. The study was informed by the results of an online Community Development Survey, two community visioning workshops, and interviews with stakeholders and staff representing affected agencies such as Oregon Department of Transportation and Department of Land Conservation and Development. The survey results and draft work products of the study were available for viewing at public open houses. Drafts of all interim work products and documentation of the CIBL Stakeholder Committee process have been posted on the Planning Division webpage throughout this project.

The CIBL 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 Objectives and Implementation Strategies* updates and builds from previous economic development planning work by the City and will be used to guide development of land use policies to implement the City's economic development vision. Previous land studies were conducted jointly with Springfield's Metro Plan partners. Adoption of Springfield-specific economic development policies and implementation actions – through

adoption of the Springfield 2030 Refinement Plan – will allow the City to clearly articulate its desired economic future and its preferred land use strategies to attain that vision.

The *Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis* provides 1) an employment forecast for Springfield; 2) identification of target industries; 3) a comparison of land capacity and demand; and 4) characteristics of needed sites to determine the sufficiency of sites available for economic land uses. OAR 660-009 requires cities to maintain an inventory of land to provide for at least a 20-year supply of commercial and industrial sites consistent with local community development objectives. The analysis seeks to answer the questions:

- Which industries are most likely to be attracted to the Eugene-Springfield area?
- Which industries best meet Springfield’s economic objectives?
- Which types of sites will be required by these industries?
- Does the City’s inventory provide land for needed sites?

Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Springfield. Employment is forecast to grow by 13,440 employees (a 32% increase) by 2030. The CIBL study provides technical analysis to determine the types of sites and the amount of land that would be required to provide for this future employment growth, based on the inventory of land available under existing *Metro Plan* designations and policies. OAR 660-009-0015(2) requires the City to identify the number and types of sites reasonably expected to be needed over the planning period. Types of needed sites are based on the site characteristics typical of expected uses.

The key conclusions in the analysis of land availability and capacity for employment uses in Springfield are:

- **The majority of employment growth in Springfield will not require vacant land.** 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 City assumes that 52% of new employment would not require vacant land. 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. This portion of employment addresses the OAR 660-024-0050 requirements that the City consider “land use efficiency measures” prior to expanding the UGB. Policies in the Springfield 2030 Refinement Plan will articulate the City’s strategies to achieve this level of infill and redevelopment.
- **Springfield will need employment land with characteristics that cannot be found within the existing UGB.** The employment land needs that may not be met within the UGB are for sites five acres and larger. The *Economic Opportunities Analysis* identifies six needed industrial sites on 450 acres and eleven needed commercial and mixed-use sites on about 190 acres to meet the city’s economic development objectives over the plan period - a total of 17 sites with approximately 640 acres of industrial and other employment land on sites five acres and larger that cannot be accommodated within the existing UGB. Springfield’s inventory lacks employment sites of sufficient size, location and configuration to provide an adequate competitive supply of suitable land to respond to economic development opportunities as they arise. Sites suitable for commercial and

industrial land uses (flat sites, frontage on arterials, access to rail and freeways, separation from residential uses, etc.) are already developed and/or designated for these uses. 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. There are relatively few large sites (20 acres or larger) available near I-5 available for development in the Southern Willamette Valley and in fact no sites with these characteristics in the Eugene-Springfield area.

The City has no basis for assuming that redesignation of non-employment lands will provide the needed larger sites. Lands designated to accommodate the city's other land use categories are needed for those planned uses. The City has no basis for assuming that all of the projected 13,000 new jobs can be located via redevelopment or that the need for large employment sites can be accommodated through assembly of small land parcels. Such assumptions would not take into account existing life cycle value of buildings, on-site compatibility of new uses with existing uses or the ability of all affected parties to be able to satisfy site needs at these locations. Springfield will need to add land to its Urban Growth Boundary to accommodate forecast employment growth and provide larger sites for target industry employers if the City is to meet local community development objectives.

Adoption of the study will establish a clear economic development direction that identifies the city's strengths and opportunities, and its position in the broader Southern Willamette Valley region. Adoption of the study 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.

## **ATTACHMENTS**

Attachment 1: Draft *Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis*

Attachment 2: *Economic Development Objectives and Implementation Strategies*

Attachment 3: Summary of CIBL Stakeholder Committee Process

Attachment 4: Planning Commission Recommendation

Attachment 5: Comments received

**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.

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**George Walker**, Stormwater Facilities Planner, Metropolitan Wastewater Commission,  
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**Brandt Melick**, GIS Program Supervisor;  
**Michael Engelmann**, GIS Analyst

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# Executive Summary

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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**

<b>Target Industry</b>	<b>Types of firms</b>	<b>Attraction to Springfield</b>
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)						Total
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
<b>Buildable Land Inventory</b>							
<b>Vacant</b>							
Industrial	72	24	20	12	0	0	128
Commercial and Mixed Use	104	14	6	4	0	0	128
<b>Redevelopable</b>							
Industrial	122	28	31	5	1	0	187
Commercial and Mixed Use	305	20	15	0	0	0	340
<b>Total Buildable Sites</b>							
Industrial	194	52	51	23	1	0	321
Commercial and Mixed Use	409	34	21	4	0	0	468
<b>Site Needs</b>							
<b>Needed sites</b>							
Industrial	5	7	13	16	4	3	48
Commercial and Mixed Use	220	53	35	14	1	0	323
<b>Surplus (deficit) of sites</b>							
Industrial	<b>189</b>	<b>45</b>	<b>38</b>	<b>7</b>	<b>(3)</b>	<b>(3)</b>	<b>273</b>
Commercial and Mixed Use	<b>189</b>	<b>(19)</b>	<b>(14)</b>	<b>(10)</b>	<b>(1)</b>	<b>0</b>	<b>145</b>

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
<b>Industrial</b>	0.5	1.5	3.0	15.0	50.0	100.0
<b>Commercial and Mixed Use</b>	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)						Total
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
<b>Industrial</b>							
Sites needed	none	none	none	none	3	3	<b>6</b>
Land need (acres)	none	none	none	none	150	300	<b>450</b>
<b>Commercial and Mixed Use</b>							
Sites needed	none	19	14	10	1	0	<b>44</b>
Land need (acres)	none	29	42	150	40	0	<b>261</b>
<b>Total sites needed</b>	<b>none</b>	<b>19</b>	<b>14</b>	<b>10</b>	<b>4</b>	<b>3</b>	<b>50</b>
<b>Total acres needed</b>	<b>none</b>	<b>29</b>	<b>42</b>	<b>150</b>	<b>190</b>	<b>300</b>	<b>711</b>

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)				Total
	Less than 5	5 to 20	20 to 50	Greater than 50	
<b>Industrial</b>					
Sites needed	none	none	3	3	6
Land need (acres)	none	none	150	300	450
<b>Commercial and Mixed Use</b>					
Sites needed	none	10	1	none	11
Land need (acres)	none	150	40	none	190
<b>Total sites needed</b>	<b>none</b>	<b>10</b>	<b>4</b>	<b>3</b>	<b>17</b>
<b>Total acres needed</b>	<b>none</b>	<b>150</b>	<b>190</b>	<b>300</b>	<b>640</b>

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(1):

(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.<sup>1</sup> 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

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<sup>1</sup> 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.

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.<sup>2</sup> 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-

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<sup>2</sup> 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.

# Land Available for Industrial and Other Employment Uses

## Chapter 2

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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.<sup>3</sup>

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

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<sup>3</sup> 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**

Plan Designation	Allowed Land Uses (yes/no)			In CIBL?
	Commercial	Industrial	Residential	
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<sup>4</sup> are considered vacant (not including lands that are identified as having mobile homes).<sup>5</sup>

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<sup>4</sup> Improvement values were from 2008 Lane County Assessment and Taxation data and reflect the County's estimate of the market value of improvements.

<sup>5</sup> 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.<sup>6</sup> 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.




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<sup>6</sup> 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

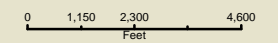
## Legend

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

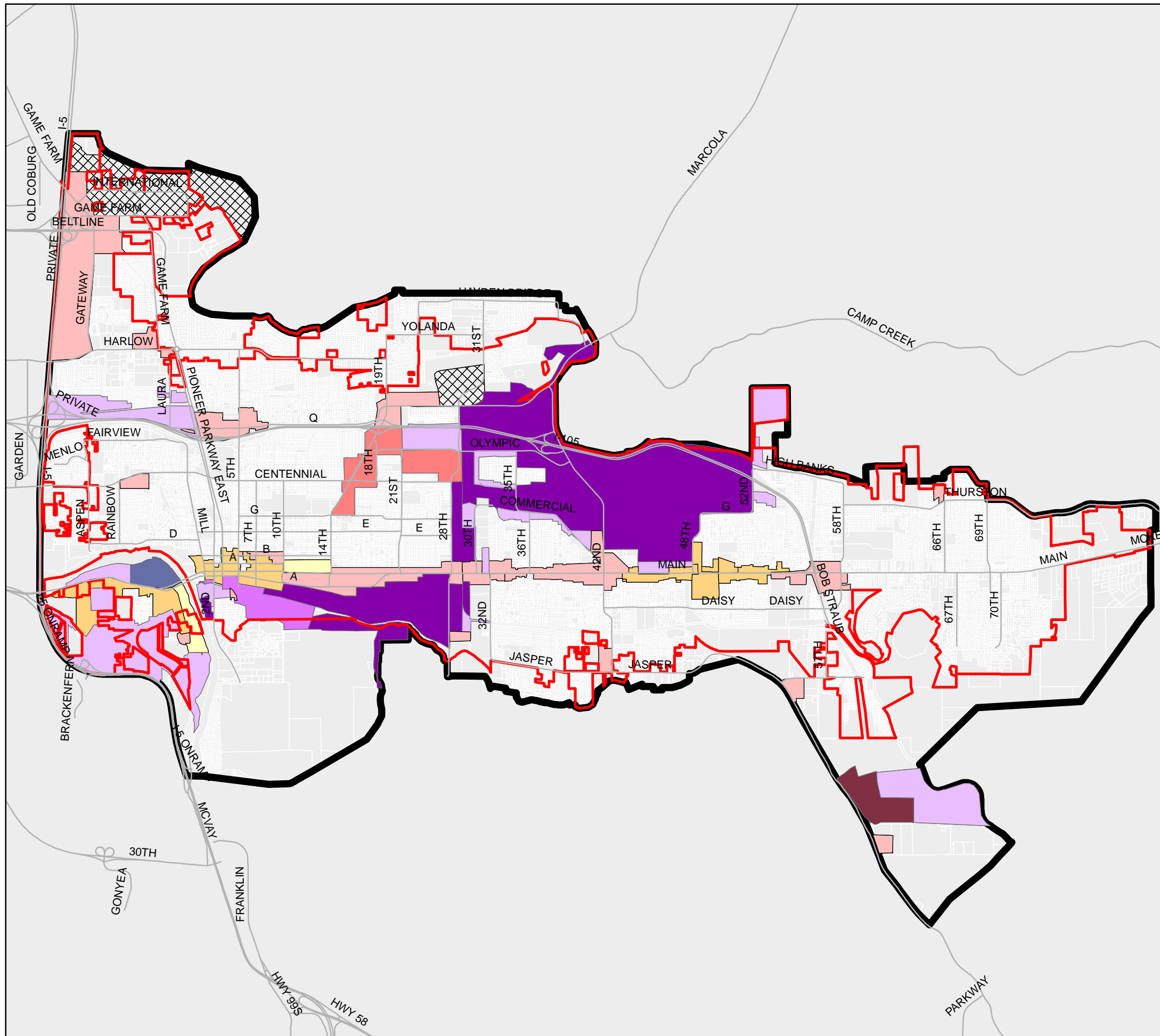
## Plan Designation

-  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: PeaceHealth 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.



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%
<b>Total</b>	<b>22,627</b>	<b>14,603</b>	<b>12,139</b>	<b>83%</b>

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	Total Acres	
	Tax Lots	in Tax Lots
<b>Industrial</b>		
Campus Industrial	43	352
Light Medium Industrial	375	541
Heavy Industrial	250	1,163
Special Heavy Industrial	5	147
<b>Subtotal</b>	<b>673</b>	<b>2,203</b>
<b>Commercial</b>		
Commercial	731	570
Community Commercial	4	30
Major Retail Center	119	116
<b>Subtotal</b>	<b>854</b>	<b>716</b>
<b>Mixed Use</b>		
Commercial Mixed Use	430	222
Light Medium Industrial Mixed Use	19	116
Medium Density Res Mixed	64	34
Mixed Use	64	123
<b>Subtotal</b>	<b>577</b>	<b>495</b>
<b>Total</b>	<b>2,104</b>	<b>3,415</b>

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**

Classification	Tax Lots	Acres in Tax Lots	Developed Acres	Unbuildable Acres	Suitable Land	
					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
<b>Total</b>	<b>2,104</b>	<b>3,415</b>	<b>1,710</b>	<b>608</b>	<b>112</b>	<b>985</b>






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

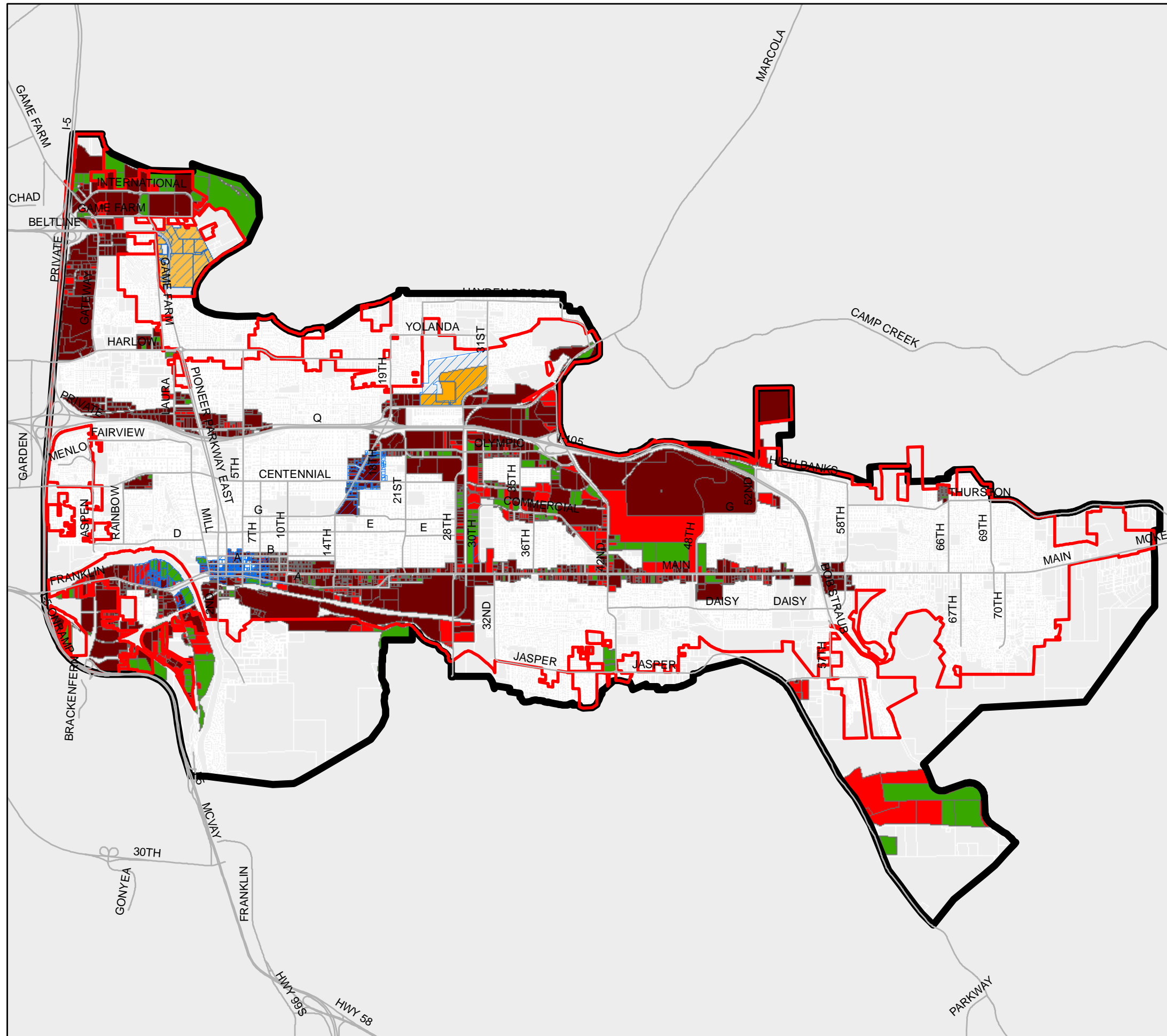
## Legend

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

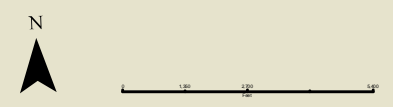
## Classification

-  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.



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## 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**

Classification	Tax Lots	Acres in Tax Lots	Developed Acres	Unbuildable Acres	Suitable Land	
					Constrained Acres	Unconstrained Acres
Potentially Redevelopable	535	669	na	88	37	544
Vacant	256	543	0	189	76	279
<b>Total</b>	<b>791</b>	<b>1,212</b>	<b>1,710</b>	<b>277</b>	<b>112</b>	<b>823</b>

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	Unconstrained Acres
<b>VACANT LAND</b>					
<b>Industrial</b>					
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
<b>Subtotal</b>	<b>128</b>	<b>435</b>	<b>181</b>	<b>61</b>	<b>194</b>
<b>Commercial</b>					
Commercial	71	51	3	3	45
Community Commercial					
Major Retail Center	11	6	0	0	5
<b>Subtotal</b>	<b>71</b>	<b>57</b>	<b>3</b>	<b>3</b>	<b>51</b>
<b>Mixed Use</b>					
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
<b>Subtotal</b>	<b>46</b>	<b>51</b>	<b>5</b>	<b>11</b>	<b>34</b>
<b>Total</b>	<b>245</b>	<b>543</b>	<b>189</b>	<b>76</b>	<b>279</b>




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

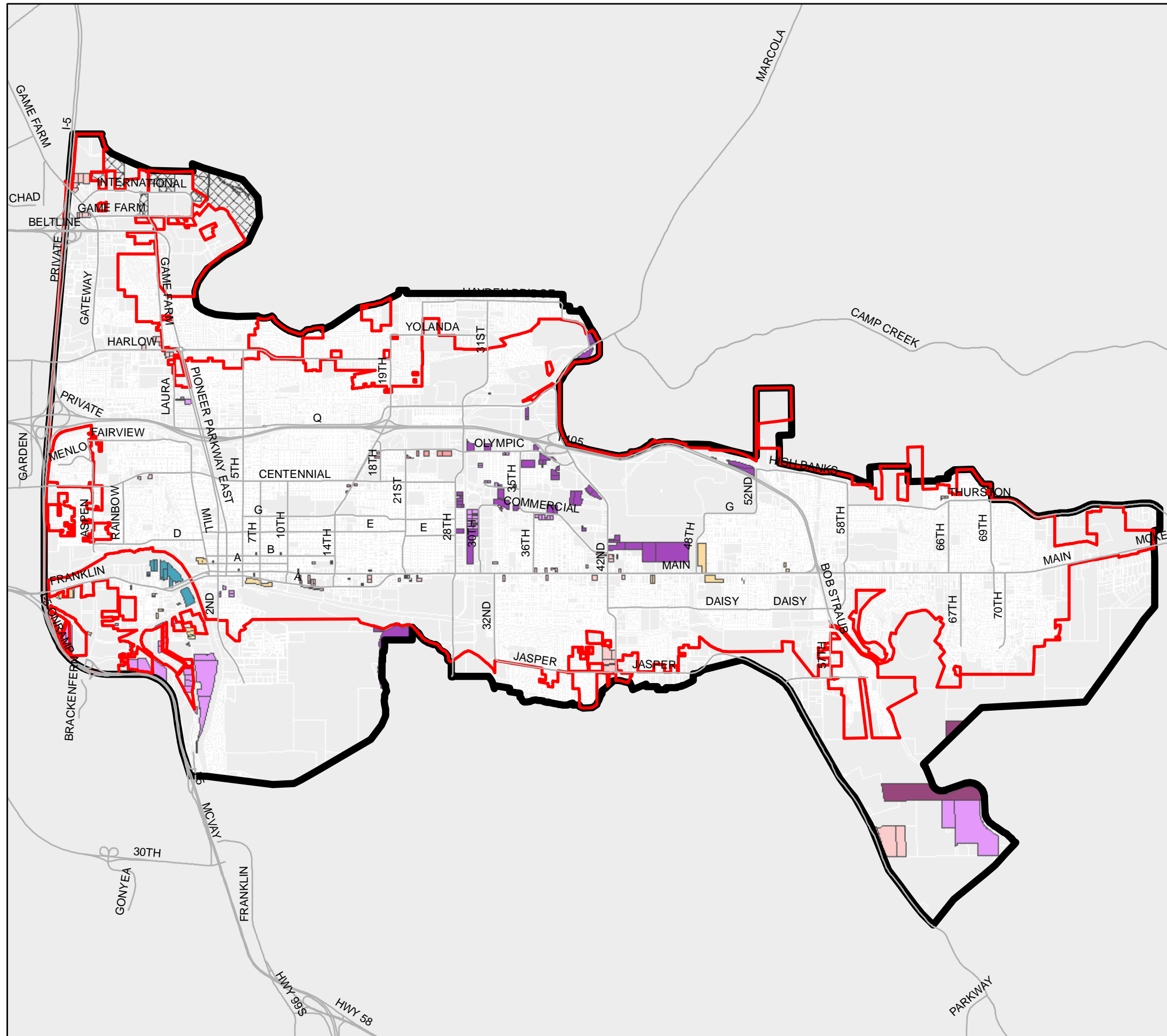
## Legend

-  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



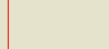

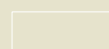
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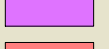
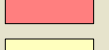


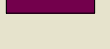
# Map 2-4 Vacant Commercial and Industrial Land and Prohibitive Development Constraints

City of Springfield  
Oregon

## Legend

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

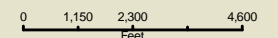
## Plan Designation

-  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.















# Map 2-5 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.



0 1,050 2,100 4,200  
Feet

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Section A-333

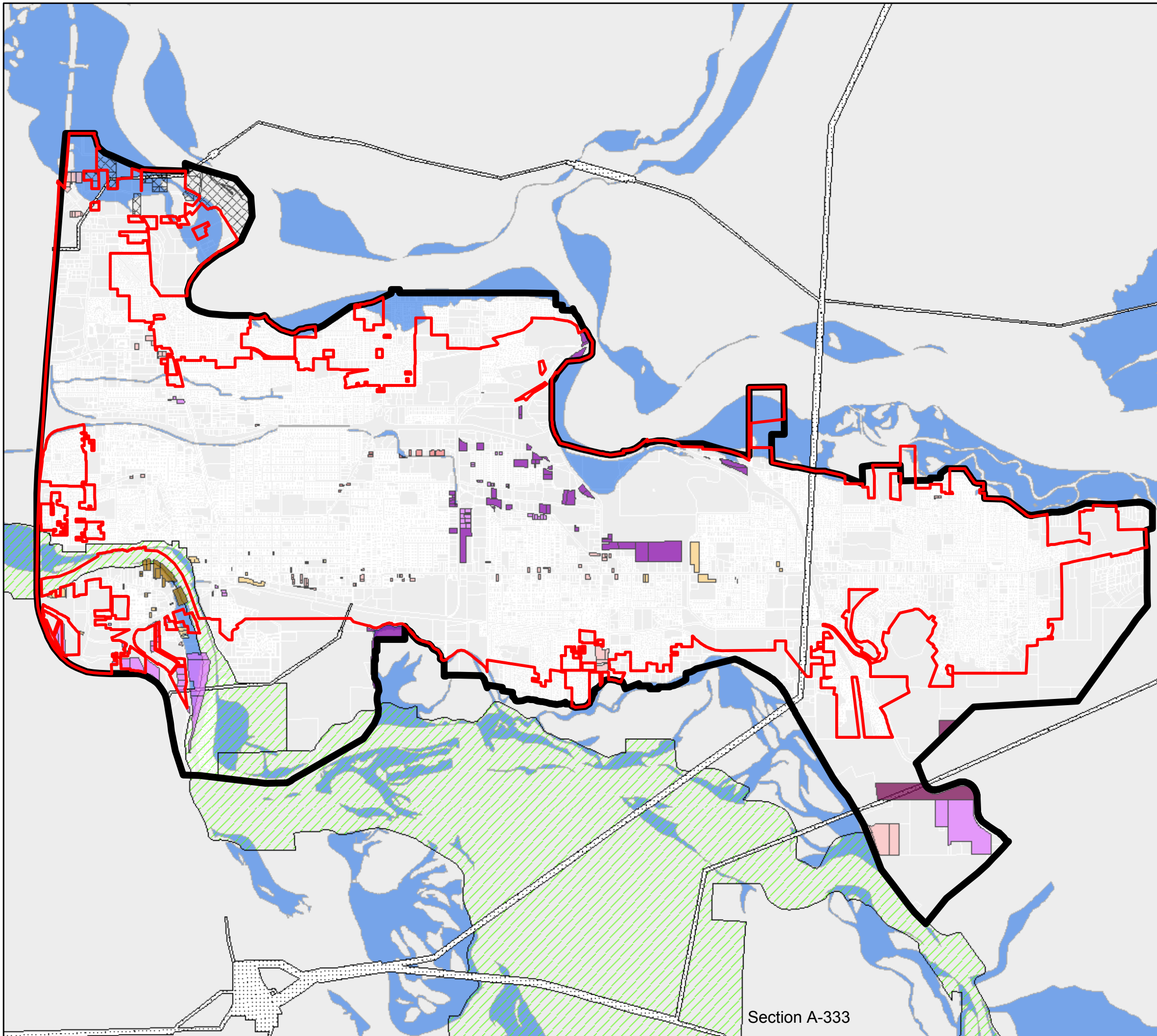


Table 2-8 shows vacant land by plan designation and by parcel size.<sup>7</sup> This analysis is useful in that it shows the distribution of vacant land by parcel size, which allows an evaluation of whether a sufficient mix of parcel sizes is available. The distribution of buildable land by parcel size 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**

Plan Designation	Lot Size (Suitable Acres)									Total
	<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+	
<b>Total Acres</b>										
<b>Industrial</b>										
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
<b>Subtotal</b>	<b>4.7</b>	<b>7.9</b>	<b>18.5</b>	<b>34.6</b>	<b>68.6</b>	<b>53.9</b>	<b>66.6</b>	<b>0.0</b>	<b>0.0</b>	<b>254.8</b>
<b>Commercial</b>										
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
<b>Subtotal</b>	<b>5.0</b>	<b>7.8</b>	<b>12.6</b>	<b>9.3</b>	<b>6.5</b>	<b>13.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>54.1</b>
<b>Mixed Use</b>										
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
<b>Subtotal</b>	<b>2.2</b>	<b>2.2</b>	<b>2.5</b>	<b>10.3</b>	<b>14.8</b>	<b>13.6</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>45.6</b>
<b>Total</b>	<b>11.9</b>	<b>17.9</b>	<b>33.6</b>	<b>54.1</b>	<b>89.9</b>	<b>80.5</b>	<b>66.6</b>	<b>0.0</b>	<b>0.0</b>	<b>354.5</b>
<b>Number of Tax Lots</b>										
<b>Industrial</b>										
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
<b>Subtotal</b>	<b>28</b>	<b>20</b>	<b>24</b>	<b>24</b>	<b>20</b>	<b>7</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>128</b>
<b>Commercial</b>										
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
<b>Subtotal</b>	<b>33</b>	<b>21</b>	<b>18</b>	<b>6</b>	<b>2</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>82</b>
<b>Mixed Use</b>										
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
<b>Subtotal</b>	<b>20</b>	<b>8</b>	<b>4</b>	<b>8</b>	<b>4</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>46</b>
<b>Total</b>	<b>81</b>	<b>49</b>	<b>46</b>	<b>38</b>	<b>26</b>	<b>11</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>256</b>

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.

<sup>7</sup> 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 $\leq 0.3:1.0$
Moderate Redevelopment Potential	Building coverage $< 10\%$ of total lot area and improvement value $\leq 0.3:1.0$
Lower Redevelopment Potential	Building coverage $< 20\%$ of total lot area and improvement value $\geq 0.3:1.0$ and $\leq 0.5:1.0$

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	Employment (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  $\geq 0.3:1.0$  and  $\leq 0.5:1.0$ ) 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.<sup>8</sup> 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.

<sup>8</sup> 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**

Plan Designation	Lot Size (Buildable Acres)									Total
	<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+	
<b>Total Acres</b>										
<b>Industrial</b>										
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
<b>Subtotal</b>	<b>5.5</b>	<b>13.3</b>	<b>22.2</b>	<b>42.0</b>	<b>95.0</b>	<b>52.1</b>	<b>34.9</b>	<b>63.2</b>	<b>89.5</b>	<b>417.7</b>
<b>Commercial</b>										
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
<b>Subtotal</b>	<b>9.1</b>	<b>15.5</b>	<b>22.8</b>	<b>12.7</b>	<b>22.6</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>82.7</b>
<b>Mixed Use</b>										
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
<b>Subtotal</b>	<b>11.6</b>	<b>10.5</b>	<b>20.2</b>	<b>15.0</b>	<b>30.5</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>87.9</b>
<b>Total</b>	<b>26.2</b>	<b>39.4</b>	<b>65.2</b>	<b>69.7</b>	<b>148.1</b>	<b>52.1</b>	<b>34.9</b>	<b>63.2</b>	<b>89.5</b>	<b>588.2</b>
<b>Number of Tax Lots</b>										
<b>Industrial</b>										
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
<b>Subtotal</b>	<b>61</b>	<b>33</b>	<b>28</b>	<b>28</b>	<b>31</b>	<b>8</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>195</b>
<b>Commercial</b>										
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
<b>Subtotal</b>	<b>87</b>	<b>43</b>	<b>32</b>	<b>9</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>177</b>
<b>Mixed Use</b>										
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
<b>Subtotal</b>	<b>83</b>	<b>31</b>	<b>29</b>	<b>11</b>	<b>9</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>163</b>
<b>Total</b>	<b>231</b>	<b>107</b>	<b>89</b>	<b>48</b>	<b>46</b>	<b>8</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>535</b>

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.






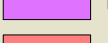
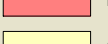


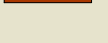


# Map 2-6 Potentially Redevelopable Commercial and Industrial Land City of Springfield Oregon

## Legend

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

## Plan Designation

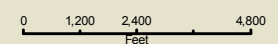
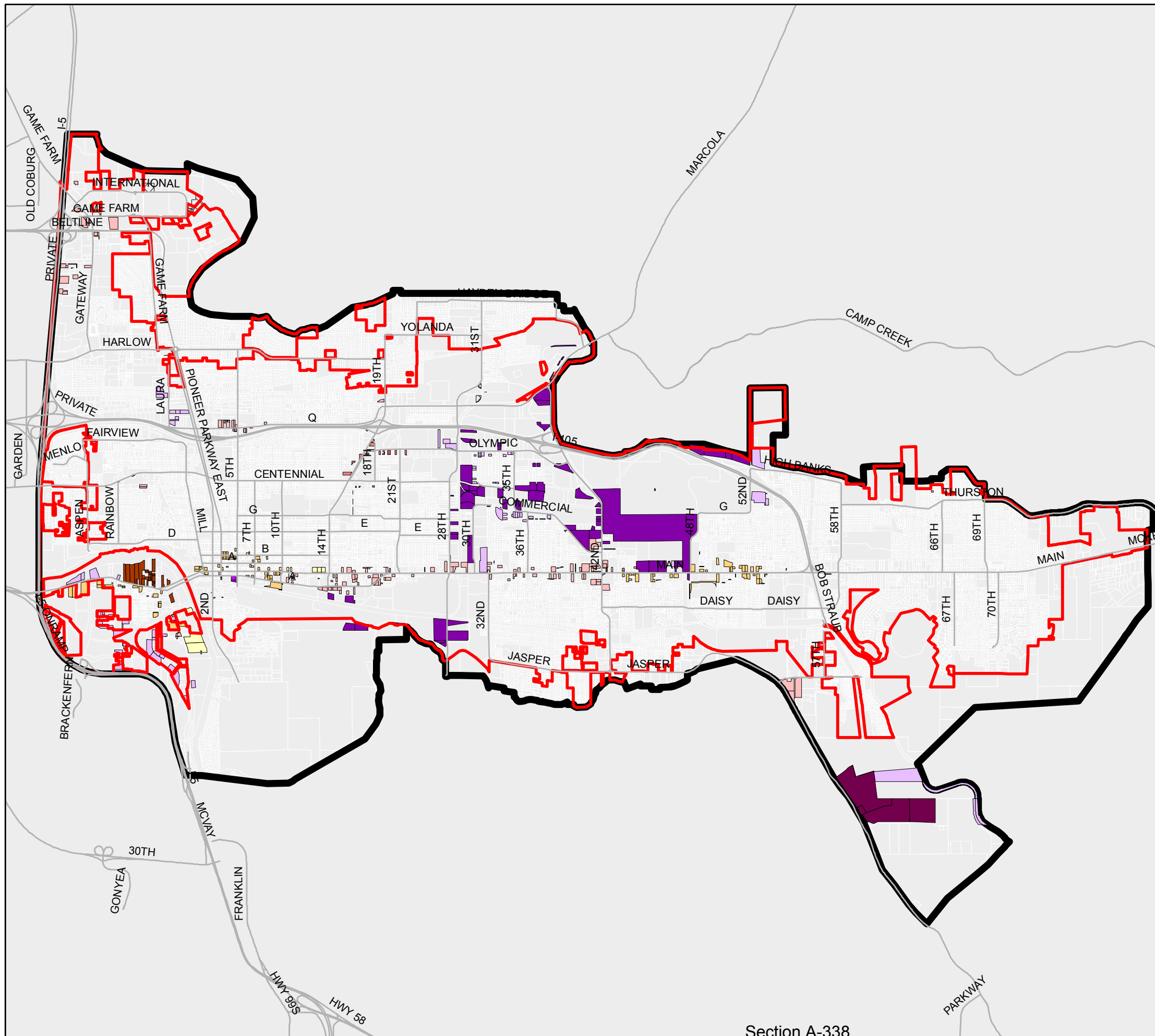
-  Campus Industrial
-  Commercial
-  Commercial Mixed Use
-  Heavy Industrial
-  LIGHT MED IND MIXED USE
-  Light Medium Industrial
-  Major Retail Center
-  Medium Density Res Mixed
-  Special Heavy Industrial
-  Mixed Use

Note: Redevelopment potential uses the Medium range assumptions recommended by the TAC and includes lots that meet the following criteria:

Improvement to Land Value Ratio  $\leq 0.3$

OR

Building Coverage  $< 10\%$



## 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**

<b>Category/Plan Designation</b>	<b>Buildable Acres</b>	<b>Acres in Short-Term Supply</b>	<b>Percent in Short Term Supply</b>
<b>Vacant</b>			
Commercial	54.1	45.5	84%
Industrial	254.8	231.5	91%
Mixed Use	45.6	45.6	100%
<b>Subtotal</b>	<b>354.5</b>	<b>322.7</b>	<b>91%</b>
<b>Potentially Redevelopable</b>			
Commercial	80.7	80.7	100%
Industrial	412.2	325.6	79%
Mixed Use	87.9	87.9	100%
<b>Subtotal</b>	<b>580.9</b>	<b>494.2</b>	<b>85%</b>

Source: City of Springfield GIS data; analysis by ECONorthwest  
 Note: Acres may not sum to tenths due to rounding errors.



# Economic Trends and Factors Affecting Future Economic Growth in Springfield

## Chapter 3

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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**

Area	Population			Change 1990 to 2007		
	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.<sup>9</sup>

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%).

<sup>9</sup> 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**

Age Group	2000		2008		Change 2000 to 2008		
	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%
<b>Total</b>	<b>52,864</b>	<b>100%</b>	<b>56,016</b>	<b>100%</b>	<b>3,152</b>	<b>6%</b>	<b>0.0%</b>

Source: U.S. Census 2000 and Claritas 2008

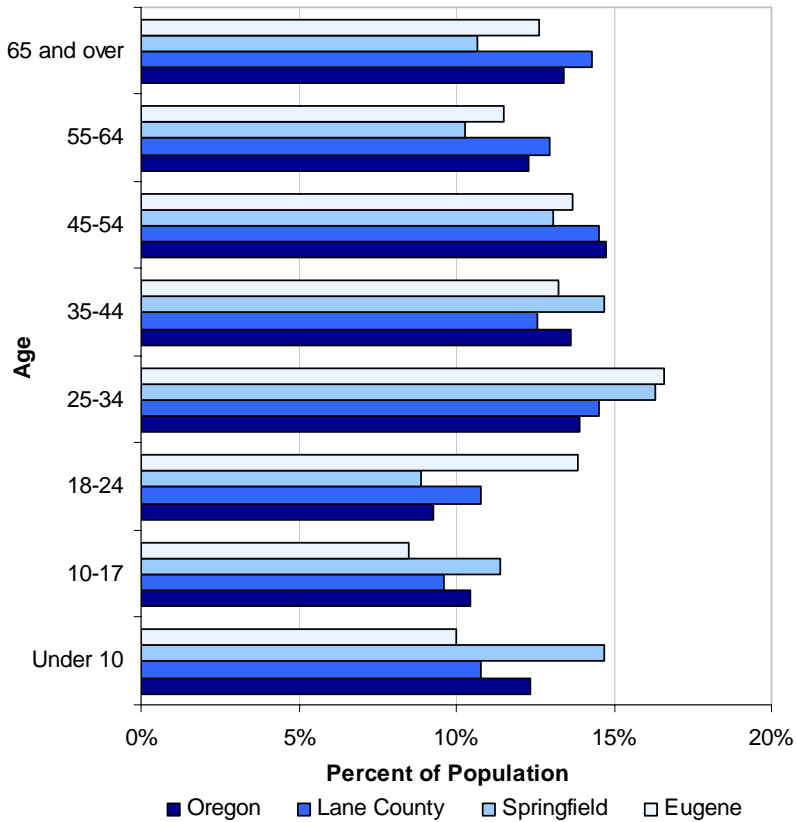
Note: Percent change over the 2000 to 2008 period is based on the growth in the age group divided by the number of people in the age group in 2000. For example, people 5 to 17 years old had a 4% percent change, which was calculated using the following calculation:  $408/10,069 = 4\%$ .

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

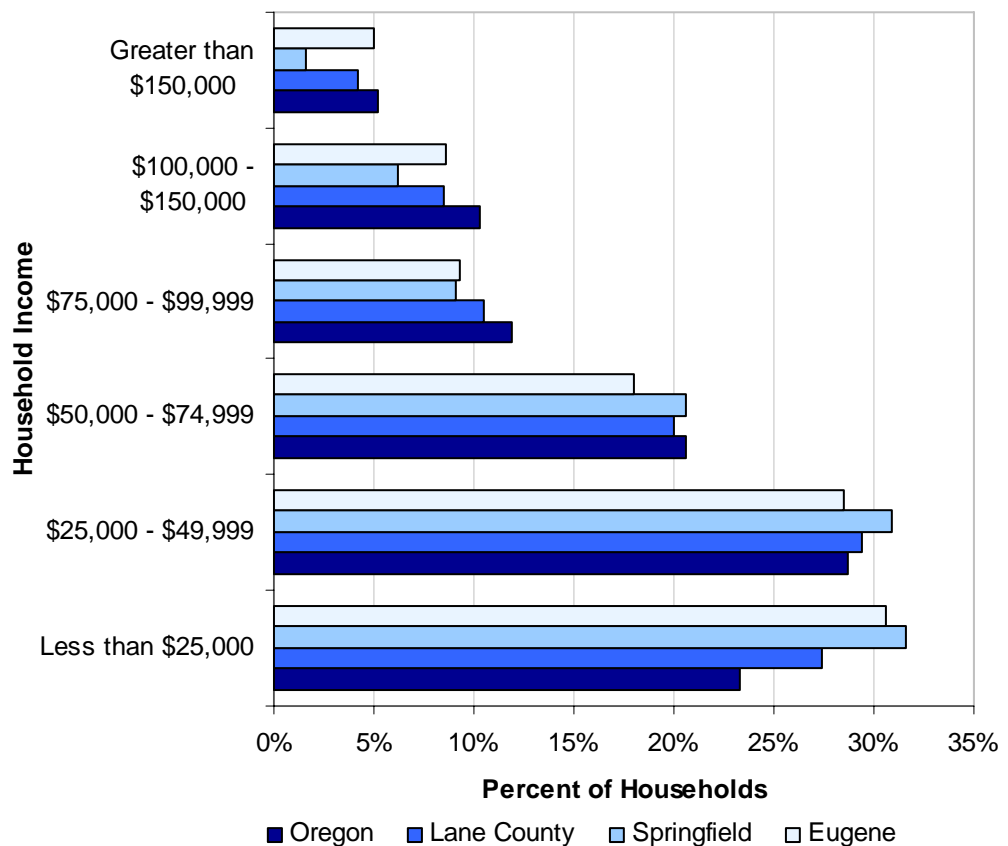
Over the last twenty-four years, income in Oregon has been below national averages and income in Lane County has been below state averages. There are four basic reasons that income has been lower in Oregon and Lane County than in the U.S.: (1) wages for similar jobs are lower; (2) the occupational mix 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 led 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<sup>10</sup> and concurrent growth of employment in high-technology manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments<sup>11</sup>).

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<sup>10</sup> Lumber and Wood Products manufacturing is in Standard Industrial Classification (SIC) 24

<sup>11</sup> 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.<sup>12</sup> Manufacturing industries continue to offer jobs with above-average wages, making these jobs more desirable.

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<sup>12</sup> 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.<sup>13</sup> 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.

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<sup>13</sup> "Economic Data Packet, May 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.<sup>14</sup> 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.

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<sup>14</sup> 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.

# Land Demand and Site Needs in Springfield

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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 than 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 where 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 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**

<b>Cluster</b>	<b>Employment Potential</b>	<b>Secondary Employment</b>	<b>Site Needs</b>
<b>Medical Services</b>	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

<b>Cluster</b>	<b>Employment Potential</b>	<b>Secondary Employment</b>	<b>Site Needs</b>
<b>Small Scale Manufacturing</b>	<p>Growth potential depends on firms choosing to locate in Springfield.</p> <p>Types of firms include:</p> <ul style="list-style-type: none"> <li>• Organic food processing</li> <li>• Cottage industries such as jewelry, apparel, or personal care products</li> <li>• Plastics manufacturing</li> </ul>	<p>Manufacturing of related or complementary products</p> <p>Additional small scale manufacturing</p>	<p>Sites on industrial land, in business parks, or in commercial areas. Site sizes may range from less than 1 acre to 10 acres.</p>
<b>Call Centers</b>	<p>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.</p>	<p>Back-office functions for companies with call centers</p> <p>Services like retail, restaurants, financial services, etc.</p>	<p>Space in commercial buildings</p> <p>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.</p>
<b>Back-Office Functions</b>	<p>Growth potential depends on firms choosing to locate in Springfield. There is a lot of national competition for these functions.</p>	<p>Related back-office functions (if a cluster grows)</p> <p>Services like retail, restaurants, financial services, etc.</p>	<p>Space in commercial buildings</p> <p>Most firms are likely to need sites of 5 acres or smaller or use existing office space</p>
<b>Tourism</b>	<p>Growth potential depends on holding events in the Eugene-Springfield area that attract visitors.</p> <p>Growth may also depend on development of infrastructure to attract and service visitors, such as hotels or outdoor activities.</p>	<p>Services like hotels, retail, restaurants, arts and entertainment, etc.</p>	<p>Site needs range from sites of less than 1 acre in existing developments to larger sites (5 acres or more) for hotels</p>
<b>High-tech</b>	<p>Growth potential depends on firms growing locally or choosing to locate in Springfield.</p> <p>Types of firms include:</p> <ul style="list-style-type: none"> <li>• Software development</li> <li>• Computer electronics</li> <li>• Computer service providers</li> <li>• Data centers</li> </ul>	<p>Service and materials providers</p> <p>Services like retail, restaurants, financial services, etc.</p>	<p>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.</p>
<b>Wood Products</b>	<p>Growth potential depends on the international demand for wood products. The existing wood products and paper manufacturing cluster may be diminishing.</p>	<p>Services like retail, restaurants, financial services, etc.</p>	<p>Site needs range from sites of 2 acres or less to industrial sites of 20 acres or more</p>

Cluster	Employment Potential	Secondary Employment	Site Needs
<b>Biotech</b>	<p>Growth potential depends on firms choosing to locate in Springfield. There is a lot of national competition for these firms.</p> <p>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.</p>	<p>Related biotech firms Suppliers or other specialized service providers</p>	<p>Site needs range from sites 1 acre or less to large sites of 20 acres or more.</p>

## 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
<b>Change 2010 to 2030</b>	
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		2030		Change 2010 to 2030
	Employment	% of Total	Employment	% of Total	
<b>Industrial</b>					
Warehousing & Distribution	2,954	7.0%	3,343	6.0%	389
General Industrial	6,457	15.3%	7,523	13.5%	1,066
<b>Commercial</b>					
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
<b>Total</b>	<b>42,284</b>	<b>100.0%</b>	<b>55,724</b>	<b>100.0%</b>	<b>13,440</b>

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**

Building Type	Site Size (acres)					Greater than 50	Total Sites
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50		
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
<b>Total</b>	<b>225</b>	<b>60</b>	<b>48</b>	<b>30</b>	<b>5</b>	<b>3</b>	<b>371</b>

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.<sup>15</sup>

- **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

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<sup>15</sup> 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.<sup>16</sup>

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<sup>16</sup> Glenwood Refinement Plan. November 1999.

# 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)						Total
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
<b>Buildable Land Inventory</b>							
<b>Vacant</b>							
Industrial	72	24	20	12	0	0	128
Commercial and Mixed Use	104	14	6	4	0	0	128
<b>Redevelopable</b>							
Industrial	122	28	31	5	1	0	187
Commercial and Mixed Use	305	20	15	0	0	0	340
<b>Total Buildable Sites</b>							
Industrial	194	52	51	23	1	0	321
Commercial and Mixed Use	409	34	21	4	0	0	468
<b>Site Needs</b>							
<b>Needed sites</b>							
Industrial	5	7	13	16	4	3	48
Commercial and Mixed Use	220	53	35	14	1	0	323
<b>Surplus (deficit) of sites</b>							
Industrial	<b>189</b>	<b>45</b>	<b>38</b>	<b>7</b>	<b>(3)</b>	<b>(3)</b>	<b>273</b>
Commercial and Mixed Use	<b>189</b>	<b>(19)</b>	<b>(14)</b>	<b>(10)</b>	<b>(1)</b>	<b>0</b>	<b>145</b>

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
<b>Industrial</b>	0.5	1.5	3.0	15.0	50.0	100.0
<b>Commercial and Mixed Use</b>	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)						Total
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
<b>Industrial</b>							
Sites needed	none	none	none	none	3	3	<b>6</b>
Land need (acres)	none	none	none	none	150	300	<b>450</b>
<b>Commercial and Mixed Use</b>							
Sites needed	none	19	14	10	1	0	<b>44</b>
Land need (acres)	none	29	42	150	40	0	<b>261</b>
<b>Total sites needed</b>	<b>none</b>	<b>19</b>	<b>14</b>	<b>10</b>	<b>4</b>	<b>3</b>	<b>50</b>
<b>Total acres needed</b>	<b>none</b>	<b>29</b>	<b>42</b>	<b>150</b>	<b>190</b>	<b>300</b>	<b>711</b>

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)				Total
	Less than 5	5 to 20	20 to 50	Greater than 50	
<b>Industrial</b>					
Sites needed	none	none	3	3	<b>6</b>
Land need (acres)	none	none	150	300	<b>450</b>
<b>Commercial and Mixed Use</b>					
Sites needed	none	10	1	none	<b>11</b>
Land need (acres)	none	150	40	none	<b>190</b>
<b>Total sites needed</b>	<b>none</b>	<b>10</b>	<b>4</b>	<b>3</b>	<b>17</b>
<b>Total acres needed</b>	<b>none</b>	<b>150</b>	<b>190</b>	<b>300</b>	<b>640</b>

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.<sup>17</sup>

- **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.

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<sup>17</sup> 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.<sup>18</sup> 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.

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<sup>18</sup> 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 or fewer owners are necessary to reduce the cost and uncertainty of land assembly.
- **Surrounding land uses.** Other service sites uses may be compatible with office, retail, industrial, business park, or high-density residential uses.

## 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.<sup>19</sup> 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

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<sup>19</sup> 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.



# National, State, County, and Local Trends

## Appendix A

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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 will 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.<sup>20</sup>

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.<sup>21</sup> This trend can be seen in Oregon, where the share of workers 65 years and older grew from 2% of the workforce

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<sup>20</sup> 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.

<sup>21</sup> "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%.<sup>22</sup>

- **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).<sup>23</sup>
- **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.<sup>24</sup>
- **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.<sup>25</sup>
- **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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<sup>22</sup> "Growing Numbers of Older Workers in Oregon," Oregon Employment Department.

<sup>23</sup> Arlene Dohm and Lyn Shnipper, "Occupational Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 86-125.

<sup>24</sup> Arlene Dohm and Lyn Shnipper, "Occupational Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 86-125.

<sup>25</sup> 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.<sup>26</sup>

- **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.<sup>27</sup>
- **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.<sup>28</sup>
- **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.<sup>29</sup>

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<sup>26</sup> Sharon P. Brown and Lewis B. Siegel, "Mass Layoff Data Indicate Outsourcing and Offshoring Work," *Monthly Labor Review*, August 2005, pp. 3-10.

<sup>27</sup> Eric B. Figueroa and Rose A. Woods, 2007, "Industry Output and Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 53-85.

<sup>28</sup> 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.

<sup>29</sup> 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.<sup>30</sup>
- **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.<sup>31</sup>

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.<sup>32</sup>

- **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.

<sup>30</sup> 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.

<sup>31</sup> Arlene Dohm and Lyn Shnipser, "Occupational Employment Projections to 2016," *Monthly Labor Review*, November 2007, pp. 86-125.

<sup>32</sup> "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.<sup>33</sup>

- **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.<sup>34</sup> 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.<sup>35</sup>
- **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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<sup>33</sup> Energy Information Administration, 2008, *Annual Energy Outlook 2008 with Projections to 2030*, U.S. Department of Energy, DOE/EIA-0383(2008), April.

<sup>34</sup> Energy Information Administration, 2008, *Annual Energy Outlook 2008 with Projections to 2030*, U.S. Department of Energy, DOE/EIA-0383(2008), April.

<sup>35</sup> 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.”<sup>36</sup>

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

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<sup>36</sup> Urban Green Partnership at [urbangreenpartnership.org](http://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 snowpack and earlier spring thaw and (4) increases in carbon dioxide in the air.<sup>37</sup> 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:<sup>38</sup>
  - *Potential impact on agriculture and forestry.* Climate change may impact Oregon's agriculture through changes in: growing season, temperature ranges, and water availability.<sup>39</sup> 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.<sup>40</sup>

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<sup>37</sup> "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.

<sup>38</sup> 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.

<sup>39</sup> "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

<sup>40</sup> "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,<sup>41</sup> (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.<sup>42</sup> 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.<sup>43</sup>

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

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<sup>41</sup> “The Economic Impacts of Climate Change in Oregon: A preliminary Assessment,” Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

<sup>42</sup> Pew Center on Global Climate Change website: [http://www.pewclimate.org/what\\_s\\_being\\_done/in\\_the\\_states/](http://www.pewclimate.org/what_s_being_done/in_the_states/)

<sup>43</sup> “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.<sup>44</sup> 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.<sup>45</sup> Most in-migrants come from California, Washington, and other western states.<sup>46</sup>
- **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

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<sup>44</sup> 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.

<sup>45</sup> 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.

<sup>46</sup> 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.<sup>47</sup>
- **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)<sup>48</sup>

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<sup>47</sup> 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.

<sup>48</sup> OECD, "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 35<sup>th</sup> in diversity (1<sup>st</sup> = most diversified) based on Gross State Product data for 1963–1986, and 32<sup>nd</sup> based on data for the 1977–1996 period.<sup>49</sup> A recent analysis, based on 2006 data, ranked Oregon 31<sup>st</sup>.<sup>50</sup> 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.

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<sup>49</sup> LeBre, Jon. 1999. "Diversification and the Oregon Economy: An Update." *Oregon Labor Trends*. February.

<sup>50</sup> 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**

Area	Population			Change 1990 to 2007		
	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%

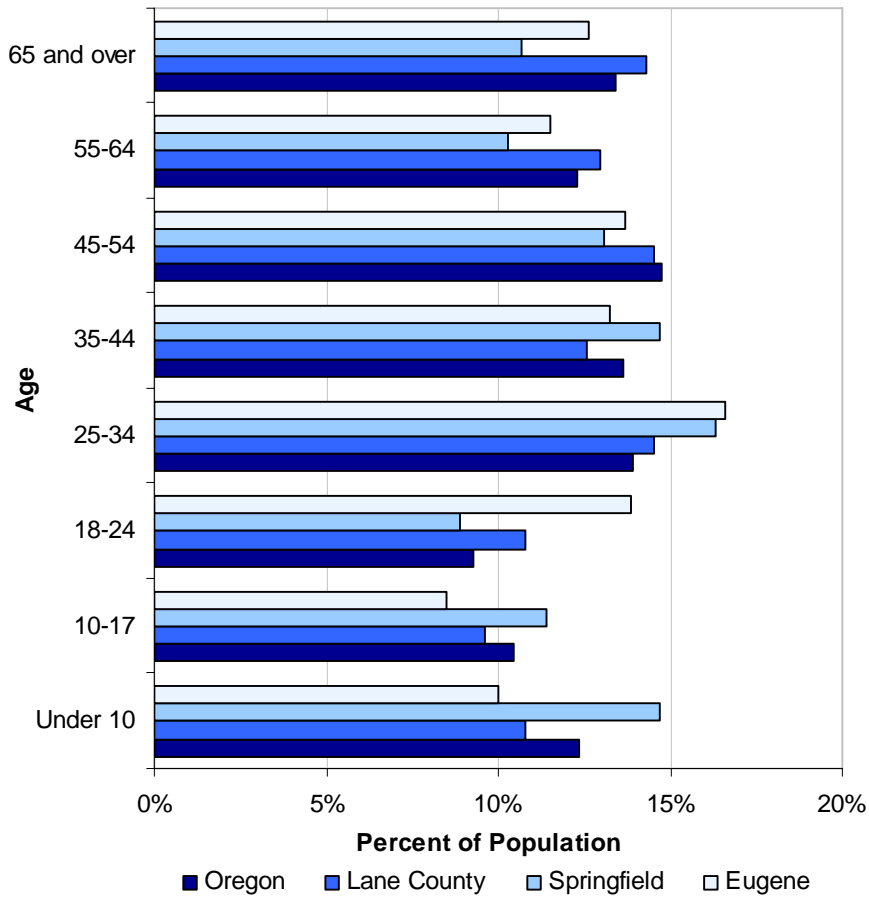
Source: U.S. Census, the Population Research Center at Portland State University.

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 shrank by 913 people (16%).

**Table A-2. Change in age distribution, Springfield, 2000-2008**

Age Group	2000		2008		Change 2000 to 2008		
	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%
<b>Total</b>	<b>52,864</b>	<b>100%</b>	<b>56,016</b>	<b>100%</b>	<b>3,152</b>	<b>6%</b>	<b>0.0%</b>

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%.

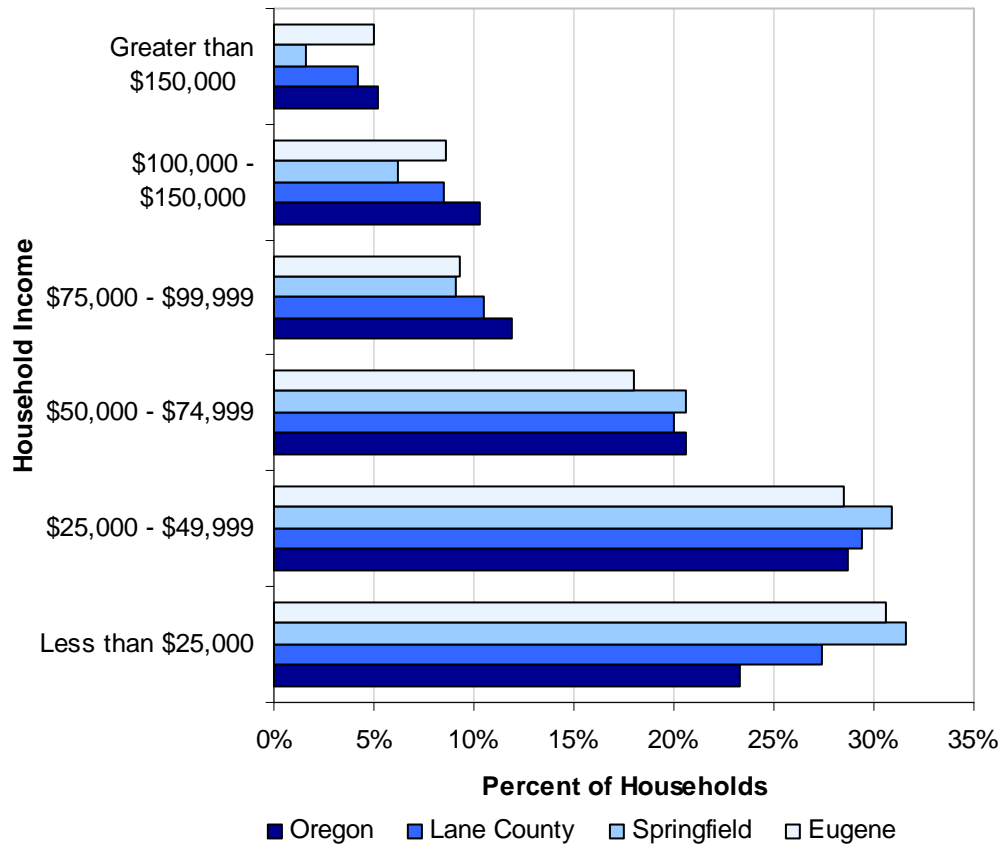
Note: Percentages may not add to 100% as a result of rounding errors.

## 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**



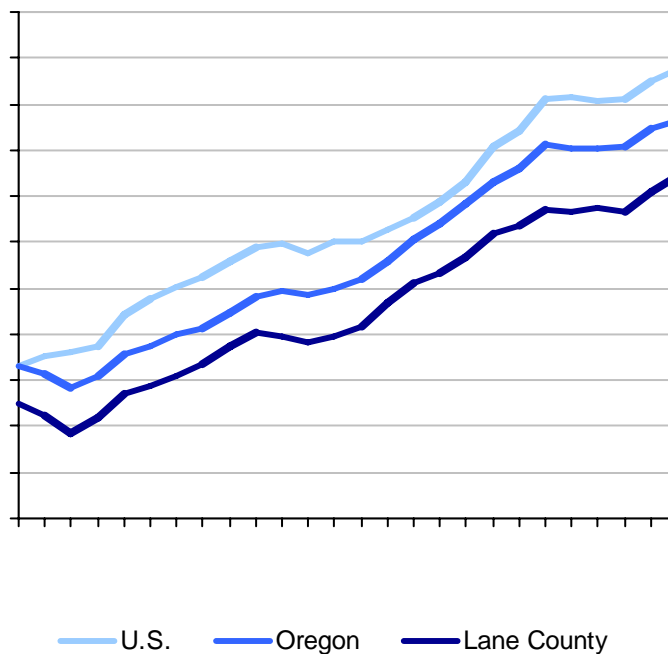
Source: Claritas 2008

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)**

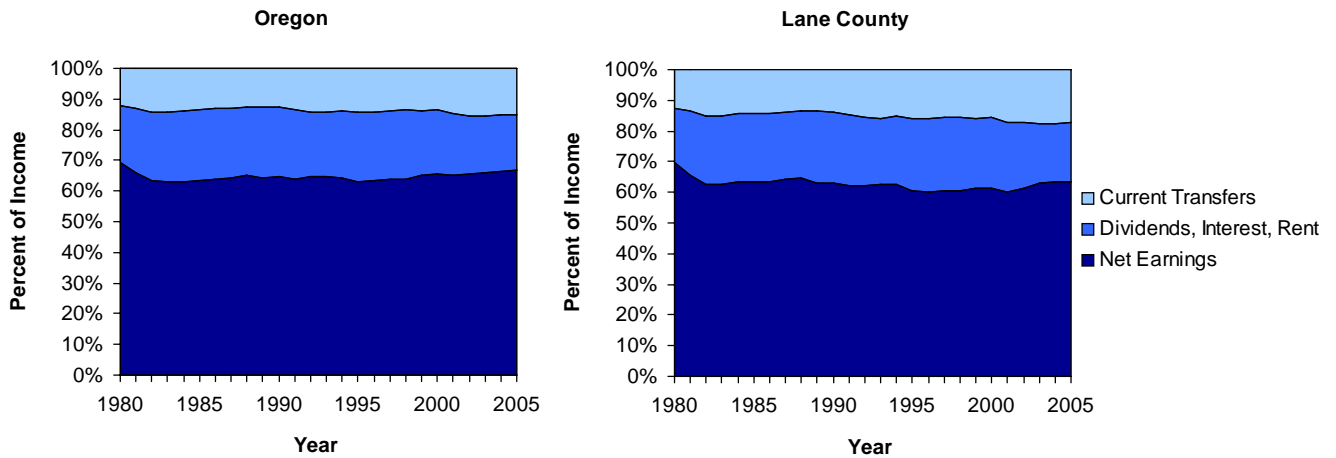


Source: Regional Economic Information System, Bureau of Economic Analysis, U.S. Department of Commerce

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**

	U.S	Oregon	Lane County	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%
<b>Change 2000 to 2006</b>					
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<sup>51</sup> 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.

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<sup>51</sup> 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%
<b>Manufacturing</b>	<b>19,638</b>	<b>20,654</b>	<b>23,658</b>	<b>4,020</b>	<b>20%</b>	<b>0.7%</b>
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%
<b>Retail Trade</b>	<b>20,299</b>	<b>24,429</b>	<b>28,758</b>	<b>8,459</b>	<b>42%</b>	<b>1.4%</b>
Finance, Insurance & Real Estate	4,217	4,523	6,198	1,981	47%	1.6%
<b>Services</b>	<b>18,272</b>	<b>27,817</b>	<b>39,236</b>	<b>20,964</b>	<b>115%</b>	<b>3.1%</b>
Nonclassifiable/all others	13	50	37	24	185%	4.3%
Government	19,779	20,219	22,453	2,674	14%	0.5%
<b>Total</b>	<b>97,600</b>	<b>113,376</b>	<b>139,696</b>	<b>42,096</b>	<b>43%</b>	<b>1.4%</b>

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%
<b>Construction</b>	<b>6,366</b>	<b>8,034</b>	<b>1,668</b>	<b>26%</b>	4.0%
Manufacturing	19,697	19,864	167	1%	0.1%
Wholesale	5,300	6,071	771	15%	2.3%
<b>Retail</b>	<b>17,912</b>	<b>19,755</b>	<b>1,843</b>	<b>10%</b>	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%
<b>Admin. Support &amp; Cleaning Srv.</b>	<b>6,399</b>	<b>8,738</b>	<b>2,339</b>	<b>37%</b>	5.3%
Education	1,067	1,389	322	30%	4.5%
<b>Health &amp; Social Assistance</b>	<b>16,871</b>	<b>18,966</b>	<b>2,095</b>	<b>12%</b>	2.0%
Arts, Entertainment & Recreation	1,542	2,163	621	40%	5.8%
Accommodations & 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%
<b>Total</b>	<b>137,432</b>	<b>150,981</b>	<b>13,549</b>	<b>10%</b>	<b>2.4%</b>

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
<b>Construction</b>	<b>1,249</b>	<b>8,034</b>	<b>5%</b>	<b>\$41,346</b>
Construction of buildings	445	445	0%	\$445
Specialty trade contractors	695	695	0%	\$695
<b>Manufacturing</b>	<b>599</b>	<b>19,864</b>	<b>13%</b>	<b>\$41,055</b>
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
<b>Retail</b>	<b>1,276</b>	<b>19,755</b>	<b>13%</b>	<b>\$24,258</b>
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 & Utilities	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
<b>Admin. &amp; Support &amp; Waste Mgmt</b>	<b>484</b>	<b>8,738</b>	<b>6%</b>	<b>\$21,771</b>
Private Education	135	1,389	1%	\$23,709
<b>Health &amp; Social Assistance</b>	<b>971</b>	<b>18,966</b>	<b>13%</b>	<b>\$39,836</b>
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
<b>Accomodations &amp; Food Services</b>	<b>861</b>	<b>12,737</b>	<b>8%</b>	<b>\$13,749</b>
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
<b>Government</b>	<b>376</b>	<b>24,133</b>	<b>16%</b>	<b>\$39,312</b>
Federal	70	1,764	1%	\$57,977
<b>State</b>	<b>61</b>	<b>6,878</b>	<b>5%</b>	<b>\$39,498</b>
<b>Local</b>	<b>245</b>	<b>15,491</b>	<b>10%</b>	<b>\$37,105</b>
<b>Education &amp; Health Services</b>	<b>147</b>	<b>8,547</b>	<b>6%</b>	<b>\$31,343</b>
Public Administration	49	4,268	3%	\$47,464
<b>Total</b>	<b>11,021</b>	<b>150,981</b>	<b>100%</b>	<b>\$34,328</b>

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	% of Total
<b>Agriculture, Forestry, Fishing, and Mining</b>	<b>22</b>	<b>282</b>	<b>1%</b>
Forestry and Logging	11	136	0%
Other Agriculture, Forestry, Fishing, and Mining	11	146	1%
<b>Construction</b>	<b>205</b>	<b>1,922</b>	<b>7%</b>
<b>Manufacturing</b>	<b>104</b>	<b>2,714</b>	<b>10%</b>
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%
<b>Wholesale Trade</b>	<b>71</b>	<b>1,230</b>	<b>5%</b>
<b>Retail</b>	<b>265</b>	<b>3,632</b>	<b>13%</b>
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%
<b>Transportation and Warehousing and Utilities</b>	<b>55</b>	<b>941</b>	<b>3%</b>
<b>Information</b>	<b>24</b>	<b>1,356</b>	<b>5%</b>
<b>Finance and Insurance</b>	<b>99</b>	<b>1,110</b>	<b>4%</b>
<b>Real Estate and Rental and Leasing</b>	<b>98</b>	<b>441</b>	<b>2%</b>
<b>Professional, Scientific, and Technical Services</b>	<b>97</b>	<b>576</b>	<b>2%</b>
<b>Management of Companies and Enterprises</b>	<b>24</b>	<b>343</b>	<b>1%</b>
<b>Admin. &amp; Support and Waste Mgt Services</b>	<b>82</b>	<b>2,460</b>	<b>9%</b>
<b>Private Educational Services</b>	<b>12</b>	<b>109</b>	<b>0%</b>
<b>Health Care and Social Assistance</b>	<b>167</b>	<b>3,069</b>	<b>11%</b>
<b>Arts, Entertainment, and Recreation</b>	<b>30</b>	<b>321</b>	<b>1%</b>
<b>Accommodation and Food Services</b>	<b>179</b>	<b>2,453</b>	<b>9%</b>
Accommodation	12	227	1%
Food Services and Drinking Places	167	2,226	8%
<b>Other Services</b>	<b>217</b>	<b>816</b>	<b>3%</b>
<b>Government</b>	<b>68</b>	<b>3,535</b>	<b>13%</b>
Federal and State	13	368	1%
Local	55	3,167	12%
<b>Total</b>	<b>1,819</b>	<b>27,310</b>	<b>100%</b>

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.






# Employers by Number of Employees Springfield 2006

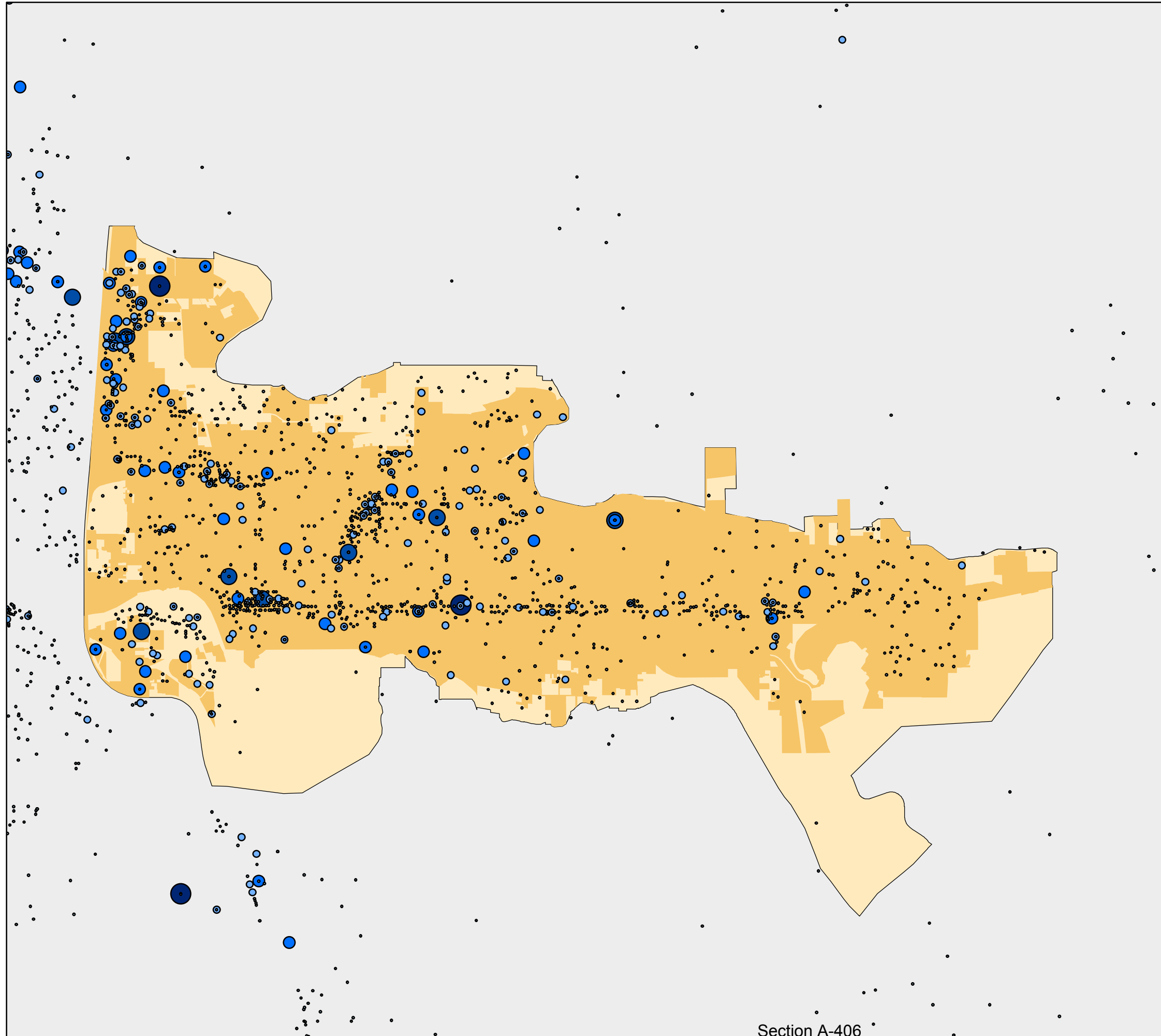
## City of Springfield Oregon

### Legend

-  City Limits
-  Urban Growth Boundary

### 2006 Employment



-  0 - 25
-  26 - 100
-  101 - 300
-  301 - 1000
-  1001 - 5000








# Employers by Size, and Type Springfield 2006

## City of Springfield Oregon






### Legend

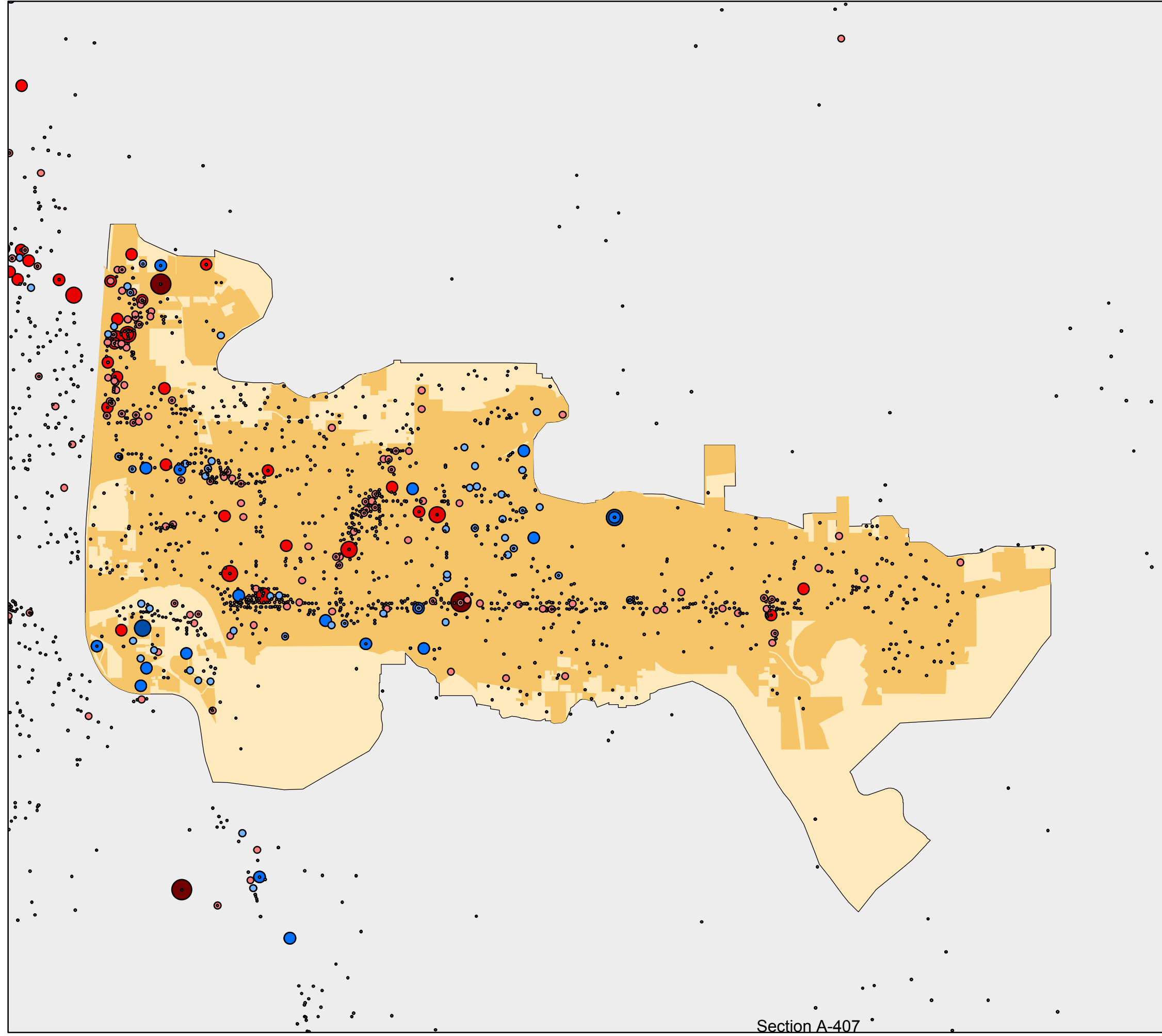
-  City Limits
-  Urban Growth Boundary

### 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
<b>Industrial</b>			
WD	Warehousing & Distribution	Transportation & Wholesale Trade	48-49, 42
GI	General Industrial	Ag, Mining, Utilities, Construction, Manufacturing	11, 21,22, 23, 31-33
<b>Commercial</b>			
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
<b>Commercial</b>						
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%
<b>Government</b>						
Government & Education	67	0.9%	660	3.4%	727	2.7%
<b>Industrial</b>						
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%
<b>Mixed-Use</b>						
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%
<b>Residential</b>						
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%
<b>Other</b>						
Parks and Open Space	0	0.0%	250	1.3%	250	0.9%
<b>TOTAL</b>	<b>7,874</b>	<b>100.0%</b>	<b>19,216</b>	<b>100.0%</b>	<b>27,090</b>	<b>100.0%</b>

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%
<b>Total</b>	<b>22,109</b>	<b>100%</b>	<b>612</b>	<b>100%</b>

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%
<b>Total</b>	<b>21%</b>	<b>12%</b>	<b>12%</b>	<b>22%</b>	<b>13%</b>	<b>19%</b>	<b>100%</b>

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 (OECD) 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
<b>High Employment Concentration in Springfield (relative to Oregon)</b>	
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	
<b>Low Employment Concentration in Springfield (relative to Oregon)</b>	
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.<sup>52</sup>

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.<sup>53</sup> 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.<sup>54</sup>

- **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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<sup>52</sup> Oregon Employment Department

<sup>53</sup> "Economic Data Packet, Mary 2008," Oregon Economic And Community Development Department

<sup>54</sup> 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 led 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.<sup>55</sup>

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.<sup>56</sup>

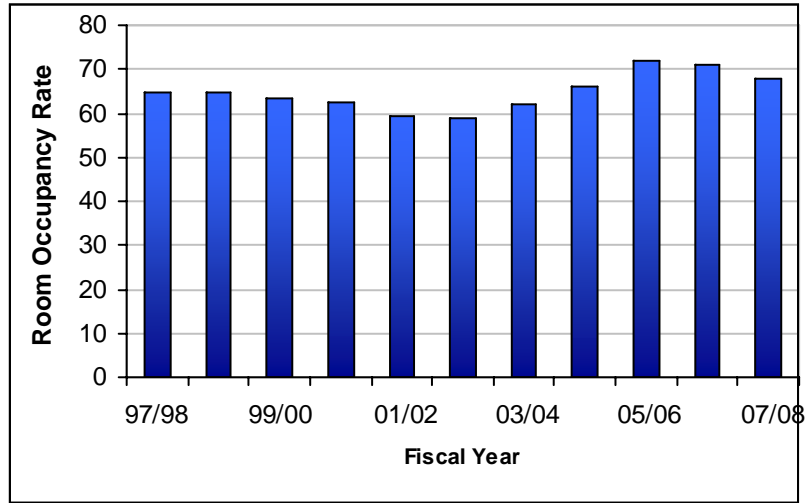
Figure A-5 shows the hotel occupancy rate in the Eugene-Springfield Region from fiscal year 1998 to fiscal year 2008. The Region's occupancy rate varied from 59% in fiscal year 2002 and 2003 to 72% in fiscal year 2006.

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<sup>55</sup> Convention & Visitors Association of Lane County Oregon, CVALCO

<sup>56</sup> 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 & dairy 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
<b>2002 Total Sales</b>			
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
<b>1997 Total Sales</b>			
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	Lane	
	Oregon	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
<b>Change 2005 to 2030</b>		
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 product 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%
<b>Retail trade</b>	<b>19,700</b>	<b>22,100</b>	<b>2,400</b>	<b>12%</b>
Information	3,700	4,100	400	11%
Financial activities	8,300	9,300	1,000	12%
<b>Professional &amp; business srv.</b>	<b>16,100</b>	<b>19,100</b>	<b>3,000</b>	<b>19%</b>
Administrative & support srv.	8,200	9,700	1,500	18%
Education	1,500	1,900	400	27%
<b>Health care &amp; social assist.</b>	<b>18,100</b>	<b>23,700</b>	<b>5,600</b>	<b>31%</b>
Health care	15,400	20,500	5,100	33%
<b>Leisure &amp; hospitality</b>	<b>14,200</b>	<b>17,000</b>	<b>2,800</b>	<b>20%</b>
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%
<b>Government</b>	<b>28,400</b>	<b>32,000</b>	<b>3,600</b>	<b>13%</b>
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%
<b>Total nonfarm employment</b>	<b>153,400</b>	<b>176,100</b>	<b>22,700</b>	<b>15%</b>

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%).



# Factors Affecting Future Economic Growth in Springfield

## Appendix B

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.<sup>57</sup> 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.

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<sup>57</sup> 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 2<sup>nd</sup> 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%
<b>Total</b>	<b>\$ 937,653,699</b>	<b>\$ 6,667,848,268</b>	<b>14%</b>

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%
<b>Total</b>	<b>\$ 42,720</b>	<b>100%</b>	<b>\$ 47,065</b>	<b>91%</b>	<b>84%</b>

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 25<sup>th</sup> 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.<sup>58</sup>

**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
<b>Springfield</b>	<b>\$16.32 - \$18.65</b>
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

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<sup>58</sup> 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 (MWWC), 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 unserved 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**

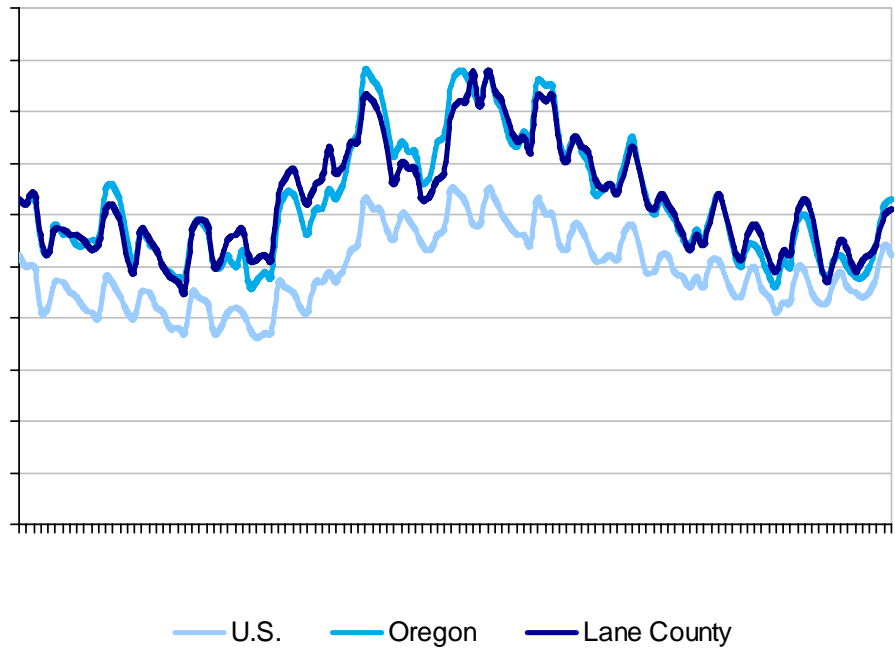
The availability of labor is critical for economic development. Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well. This section examines the availability of workers for Springfield.

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

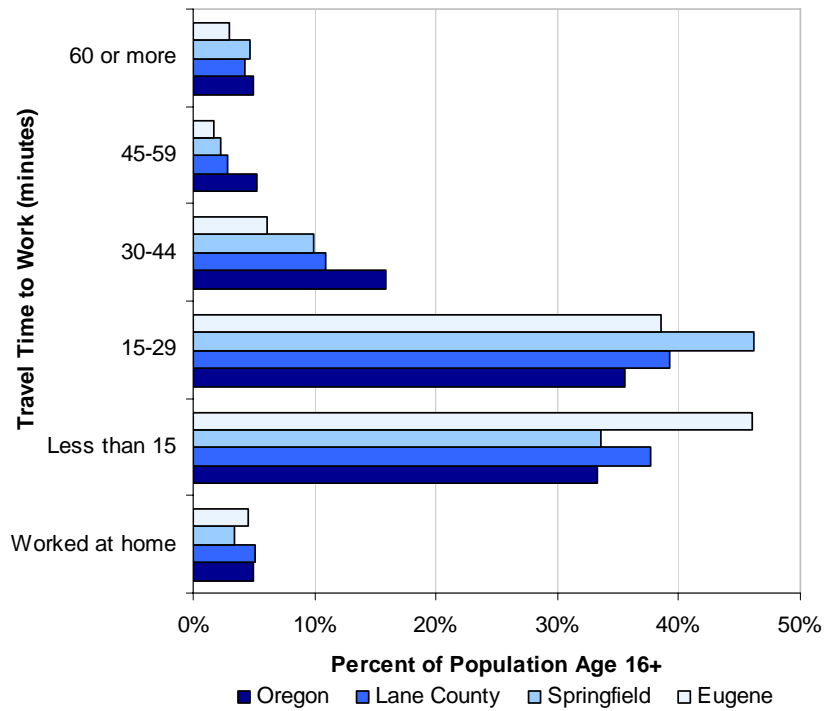
Note: unemployment data is not seasonally adjusted

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.



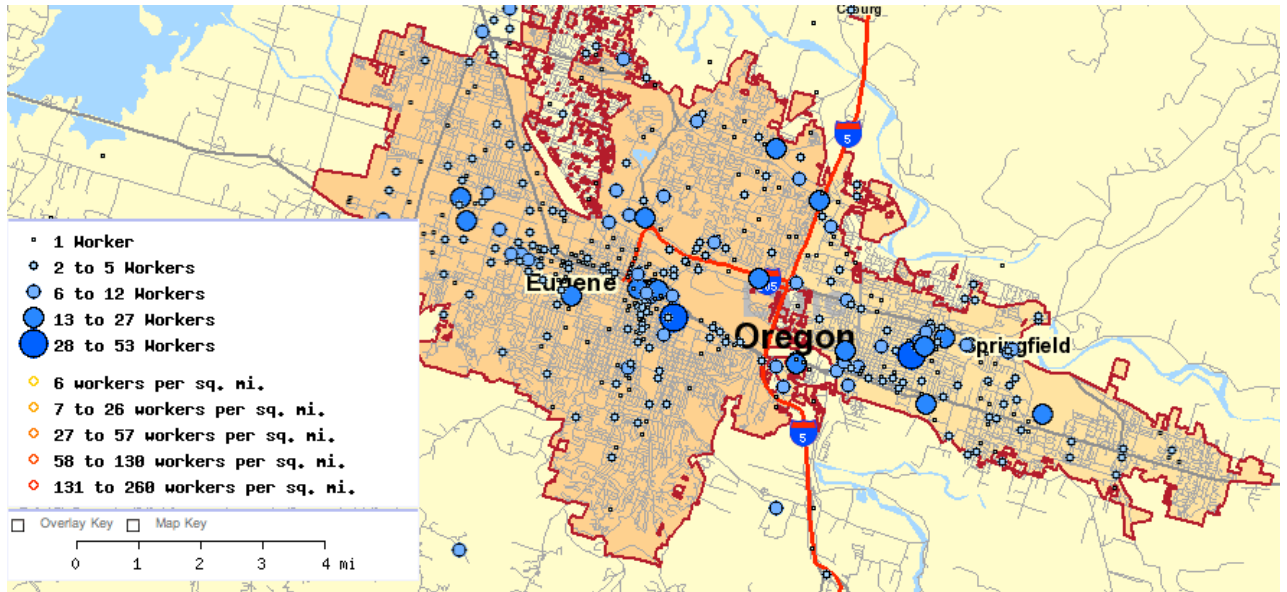
**Figure B-2. Commuting time to work in minutes for residents 16 years and older, Oregon, Lane County, Eugene, and Springfield, 2008**



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

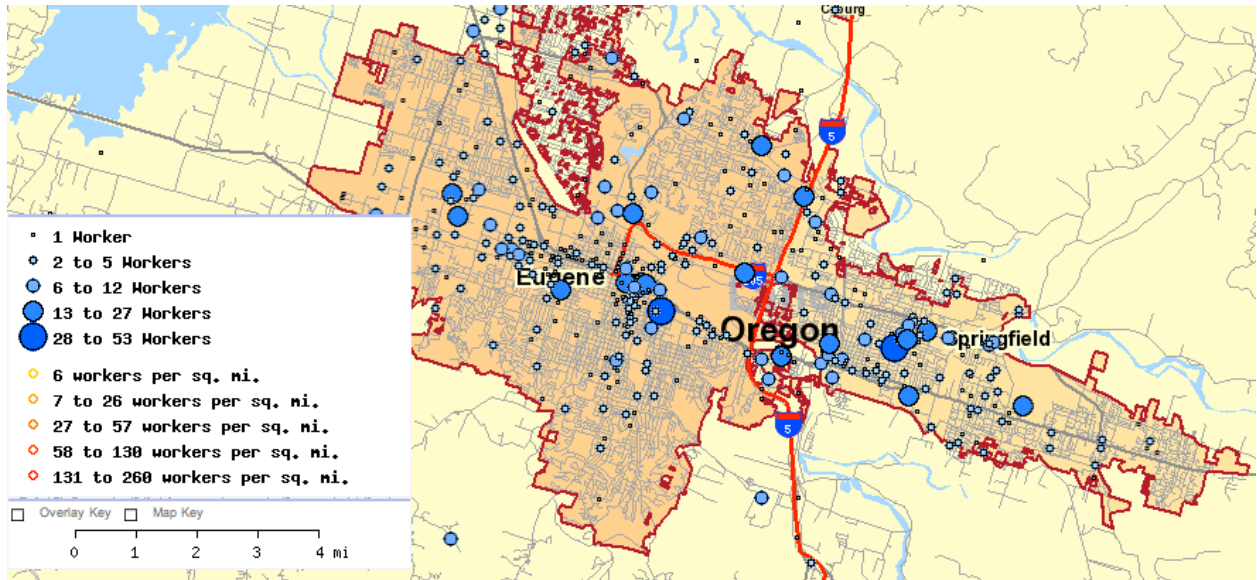
**Table B-4. Places that residents of Springfield were employed, 2004**

Location	Number	Percent
Lane County	18,649	81%
<b>Eugene</b>	<b>9,261</b>	<b>40%</b>
<b>Springfield</b>	<b>5,675</b>	<b>25%</b>
Coburg	638	3%
Junction City	475	2%
Multnomah Co.	975	4%
Portland	839	4%
All Other Locations	3,385	15%
<b>Total</b>	<b>23,009</b>	<b>100%</b>

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

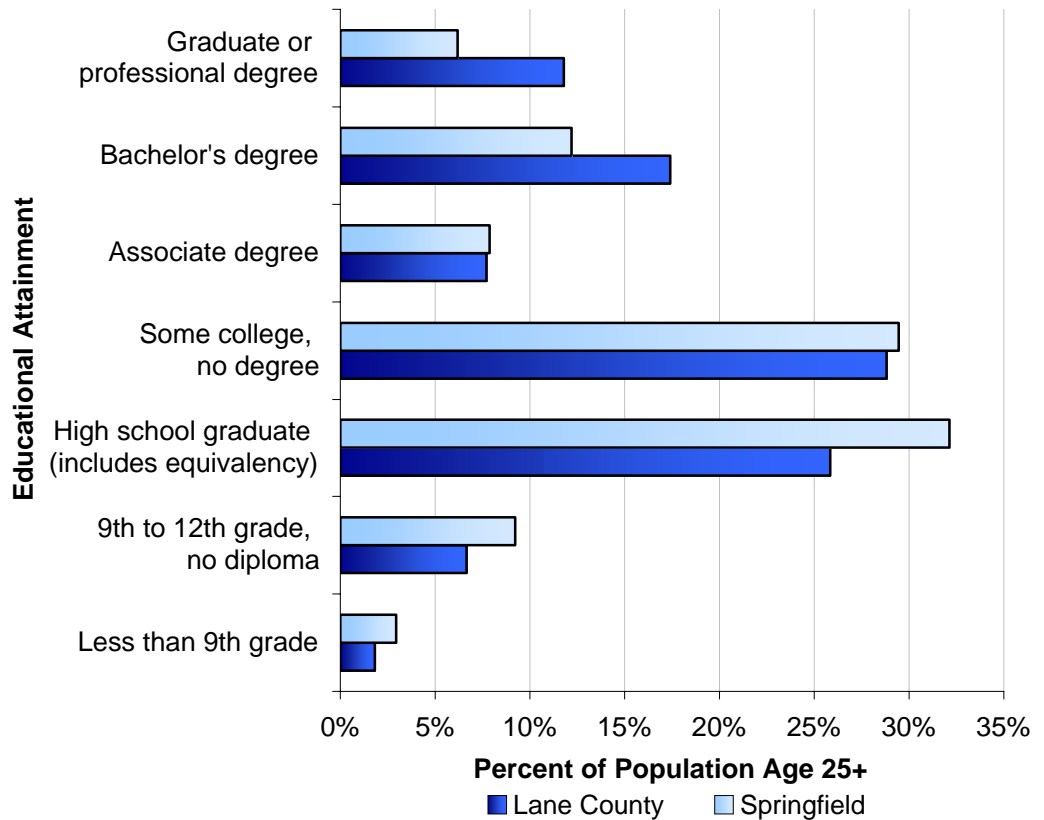
**Table B-5. Places where workers in Springfield lived, 2004**

Location	Number	Percent
Lane County	15,341	79%
<b>Springfield</b>	<b>5,675</b>	<b>29%</b>
<b>Eugene</b>	<b>4565</b>	<b>23%</b>
All Other Locations	4,112	21%
Linn County	537	3%
Marion County	428	2%
Jackson County	409	2%
Other locations	2,738	14%
<b>Total</b>	<b>19,453</b>	<b>100%</b>

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
<b>1990</b>			
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%
<b>2000</b>			
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%
<b>2008</b>			
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%
<b>Change 1900-2000</b>			
Hispanic or Latino	162,607	8,022	2,176
Percent Hispanic or Latino	144%	117%	168%
<b>Change 2000-2008</b>			
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.

# Employment Forecast and Site Needs for Industrial and other Employment Uses

## Appendix C

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		Estimated Total Employment
	Number	% of Total Emp.	
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
<b>Total</b>	<b>27,310</b>	<b>74%</b>	<b>36,706</b>

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**

<b>Year</b>	<b>Total Employment</b>
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
<b>Change 2010 to 2030</b>	
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**

Building Type	2010		2030		Change 2010 to 2030
	Employment	% of Total	Employment	% of Total	
<b>Industrial</b>					
Warehousing & Distribution	2,954	7.0%	3,343	6.0%	389
General Industrial	6,457	15.3%	7,523	13.5%	1,066
<b>Commercial</b>					
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
<b>Total</b>	<b>42,284</b>	<b>100.0%</b>	<b>55,724</b>	<b>100.0%</b>	<b>13,440</b>

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**

<b>Category</b>	<b>Opportunities</b>	<b>Challenges</b>	<b>Implications</b>
<b>Labor</b>	<ul style="list-style-type: none"> <li>• Access to labor from the across the Eugene-Springfield Region</li> </ul>	<ul style="list-style-type: none"> <li>• Existing workforce has lower educational attainment than regional averages</li> <li>• Potential difficulty in finding dependable labor for manufacturing jobs</li> </ul>	<p>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.</p> <p>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.</p>
<b>Land</b>	<ul style="list-style-type: none"> <li>• Opportunities for redevelopment and infill development, especially in Downtown and Glenwood</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of large parcels of land near highways</li> <li>• Cost of land</li> <li>• Short-term availability</li> </ul>	<p>Firms that prefer large, undeveloped parcels near highways are unlikely to locate in Springfield under current conditions, such or manufacturers that require freight access.</p>
<b>Local infrastructure</b>	<ul style="list-style-type: none"> <li>• Proximity to I-5 and Highway 126 and availability of freight shipping by rail</li> <li>• Opportunities for transportation via transit, bicycle, and pedestrian</li> <li>• Capacity of water and wastewater systems</li> </ul>	<ul style="list-style-type: none"> <li>• Cost of providing infrastructure</li> </ul>	<p>Springfield has sufficient local infrastructure to attract and retain businesses.</p>
<b>Access to markets</b>	<ul style="list-style-type: none"> <li>• Proximity to I-5 and Highway 126 and availability of freight shipping by rail</li> <li>• Proximity to Eugene Airport for transportation of people and small quantities of goods</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of sites with good transportation access, especially to I-5</li> </ul>	<p>Springfield's highway and rail access is sufficient to attract firms that need access to markets via highways.</p> <p>Springfield is relatively unlikely to attract firms that need to move large quantities of freight via trucks on I-5.</p>
<b>Materials</b>	<ul style="list-style-type: none"> <li>• Proximity to natural resources (e.g., timber or agricultural products)</li> <li>• Access to multiple rail lines</li> </ul>	<ul style="list-style-type: none"> <li>• Cost of shipping raw and finished products</li> </ul>	<p>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.</p>



<b>Category</b>	<b>Opportunities</b>	<b>Challenges</b>	<b>Implications</b>
<b>Entrepreneurship</b>	<ul style="list-style-type: none"> <li>• Proximity of the University of Oregon</li> <li>• Quality of life</li> </ul>	<ul style="list-style-type: none"> <li>• Springfield's image as having a "blue collar" business environment.</li> </ul>	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.
<b>Regulation</b>	<ul style="list-style-type: none"> <li>• Pro-business attitudes among City officials and leaders</li> <li>• Ability to craft regulations that are conducive to business</li> </ul>	<ul style="list-style-type: none"> <li>• High Systems Development Charges (SDCs)</li> </ul>	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.
<b>Taxes</b>	<ul style="list-style-type: none"> <li>• Property taxes are comparable to Eugene</li> </ul>	<ul style="list-style-type: none"> <li>• Comparatively high System Development Charges (SDCs)</li> </ul>	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.
<b>Industry clusters</b>	<ul style="list-style-type: none"> <li>• Presence of a developing medical cluster and existing call center cluster</li> <li>• Opportunities for development of other clusters</li> </ul>	<ul style="list-style-type: none"> <li>• Availability of sites</li> <li>• Transportation access</li> <li>• Labor availability</li> </ul>	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.
<b>Quality of life</b>	<ul style="list-style-type: none"> <li>• High quality of life, including access to recreation, proximity to cultural amenities in Eugene, regional shopping opportunities and environmental quality</li> </ul>	<ul style="list-style-type: none"> <li>• Growth management challenges, such as balancing development with protection of environmental quality</li> </ul>	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
<b>Innovative capacity</b>	<ul style="list-style-type: none"> <li>• Educated regional workforce</li> <li>• Existing professional and business service firms</li> <li>• Proximity to the University of Oregon</li> <li>• Existing businesses, clusters, and innovators in the Region</li> </ul>	<ul style="list-style-type: none"> <li>• Attracting and retaining good workers in the region</li> <li>• Availability of higher-end housing and cultural amenities to attract creative class workers</li> </ul>	<p>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.</p>



## 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)
<b>Manufacturing</b>	
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
<b>Transportation &amp; Wholesale Trade</b>	
Trucking & Warehousing	varies
<b>Retail Trade</b>	
General Merchandise & Food Stores	5-10
Eating & Drinking Places	0.5-5
<b>FIRE &amp; Services</b>	
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
<p><b>Flat sites.</b> 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.</p>	<p>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.</p>
<p><b>Parcel configuration and parking.</b> 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.</p>	<p>Parcel configuration and parking do not appear to be a constraining factor with the city's existing land base.</p>
<p><b>Soil type.</b> 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.</p>	<p>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.</p>
<p><b>Road transportation.</b> 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.</p>	<p>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.</p>
<p><b>Rail transportation.</b> Rail access can be very important to certain types of heavy industries. The region has good rail access to many industrial sites.</p>	<p>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 25<sup>th</sup> St.</p>
<p><b>Air transportation.</b> Proximity to air transportation is important for some firms engaged in manufacturing, finance, or business services.</p>	<p>Springfield is located 15 miles from the Eugene Airport.</p>

Site Attribute	Comments
<p><b>Transit.</b> 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.</p>	<p>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.</p>
<p><b>Pedestrian and bicycle facilities.</b> 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.</p>	<p>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.</p> <p>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.</p> <p>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.</p>
<p><b>Labor force.</b> 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.</p>	<p>Commuting patterns within Springfield suggest that businesses in Springfield have access to the workforce of the Eugene-Springfield Region.</p> <p>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.</p>
<p><b>Amenities.</b> According to the International Economic Development Council<sup>59</sup>, 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.</p>	<p>Springfield offers access to outdoor amenities. Many urban amenities are available in Springfield and Eugene.</p>
<p><b>Fiber optics and telephone.</b> Most if not all industries expect access to multiple phone lines, a full range of telecommunication services, and high-speed internet communications.</p>	<p>Springfield has access to high-speed telecommunications facilities.</p>

<sup>59</sup> International Economic Development Council. "Economic Development Reference Guide," <http://www.iedconline.org/hotlinks/SiteSel.html>. 10/25/02.

Site Attribute	Comments
<p><b>Potable water.</b> 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.</p>	<p>Springfield has sufficient potable water to meet current and expected needs.</p>
<p><b>Power requirements.</b> 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.</p>	<p>Springfield has access to sufficient power supply to accommodate most commercial and industrial users.</p>
<p><b>Land use buffers.</b> 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.</p>	

## 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<sup>60</sup> 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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<sup>60</sup> 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 designations	Existing Com. & Ind. Built Space	Employment on New Land
<b>Industrial</b>				
Warehousing & Distribution	389	0	39	350
General Industrial	1,066	0	107	959
<b>Commercial</b>				
Office	4,713	754	471	3,488
Retail	2,043	327	204	1,512
Other Services	5,229	837	523	3,869
<b>Total</b>	<b>13,440</b>	<b>1,918</b>	<b>1,344</b>	<b>10,178</b>

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)						Total Employees
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
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%
<b>Total</b>	<b>21%</b>	<b>12%</b>	<b>12%</b>	<b>22%</b>	<b>13%</b>	<b>19%</b>	<b>100%</b>

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)						Total Employees
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
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
<b>Total</b>	<b>2,171</b>	<b>1,148</b>	<b>1,153</b>	<b>1,979</b>	<b>1,454</b>	<b>2,274</b>	<b>10,178</b>

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)						Total
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
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
<b>Range of needed sites</b>	<b>180 to 250</b>	<b>40 to 70</b>	<b>30 to 60</b>	<b>20 to 45</b>	<b>3 to 6</b>	<b>2 to 4</b>	<b>275 to 435</b>

Source: ECONorthwest

Table C-11 presents an 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**

Building Type	Site Size (acres)						Total Sites
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
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
<b>Total</b>	<b>225</b>	<b>60</b>	<b>48</b>	<b>30</b>	<b>5</b>	<b>3</b>	<b>371</b>

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**

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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.

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## 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**

<b>Category/Policy</b>	<b>Description</b>
<b>Land Use</b>	
	<b>Policies regarding the amount and location of available land and allowed uses.</b>
Provide adequate supply of land	Provide an adequate supply of development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Springfield.
Increase the efficiency of the permitting process and 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.
<b>Public Services</b>	
	<b>Policies regarding the level and quality of public and private infrastructure and services.</b>
Provide adequate infrastructure to support employment growth	Provide adequate public services (i.e. roads, transportation, water, and sewer) and take action to assure adequate private utilities (i.e. electricity and communications) are provided to existing businesses and development sites.
Focused public investment	Provide public and private infrastructure to identified development or redevelopment sites.
Communications infrastructure	Actions to provide high-speed communication infrastructure, such as developing a local fiber optic network.
<b>Business Assistance</b>	
	<b>Policies to assist existing businesses and attract new businesses.</b>
Business retention and growth	Targeted assistance to businesses facing financial difficulty or thinking of moving out of the community. Assistance would vary depending on a given business' problems and could range from business loans to upgrades in infrastructure to assistance in finding a new location within the community.
Recruitment and marketing	Establish a program to market the community as a location for business in general, and target relocating firms to diversify and strengthen the local economy. Take steps to provide readily available development sites, an efficient permitting process, well-trained workforce, and perception of high quality of life.
Development districts (enterprise zones, renewal districts, etc.)	Establish districts with tax abatements, loans, assist with infrastructure, reduced regulation, or other incentives available to businesses in the district that meet specified criteria and help achieve community goals.
Business clusters	Help develop business clusters through business recruitment and business retention policies. Encourage siting of businesses to provide shared services to the business clusters, including retail and commercial services.
Public/private partnerships	Make public land or facilities available, public lease commitment in proposed development, provide parking, and other support services.
Financial assistance	Tax abatement, waivers, loans, grants, and financing for firms meeting specified criteria. Can be targeted as desired to support goal such as recruitment, retention, expansion, family-wage jobs, or sustainable industry.
Business incubators	Help develop low-cost space for use by new and expanding firms with shared office services, access to equipment, networking opportunities, and business development information. Designate land for live-work opportunities.
Mentoring and advice	Provide low-cost mentors and advice for local small businesses in the area of management, marketing, accounting, financing, and other business skills.
Export promotion	Assist businesses in identifying and expanding into new products and export markets; represent local firms at trade shows and missions.

<b>Category/Policy</b>	<b>Description</b>
<b>Workforce</b>	<b>Policies to improve the quality of the workforce available to local firms.</b>
Job training	Create opportunities for training in general or implement training programs for specific jobs or specific population groups (i.e. dislocated workers).
Job access	Provide transit/shuttle service to bring workers to job sites.
Jobs/housing balance	Make land available for a variety of low-cost housing types for lower income households, ranging from single-family housing types to multifamily housing.
<b>Other</b>	
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.<sup>1</sup> 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.

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<sup>1</sup> 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.

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### **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 use 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.

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## **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-related 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.

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## 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: (a) 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.

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- 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.



UGB / Commercial Industrial Buildable Lands (CIBL)  
 Stakeholder Committee

**Summary of Committee Process &  
 Recommendations**

Thursday, April 16<sup>th</sup>, 2009

The CIBL Stakeholder Committee is advisory to the Planning Commission and City Council. The Committee has met nine times at Springfield City Hall, 225 Fifth Street, Library Meeting Room, 6-8pm. All meetings were open to the public.

**Committee Members:**

<i>Member Name</i>	<i>Membership Category</i>
1. Mayor Leiken	City Council liaison
2. Lee Beyer, Planning Commissioner	Springfield Planning Commission liaison
3. Johnny Kirschenmann, Planning Commissioner	Springfield Planning Commission liaison
4. Dan Egan, Executive Director	Chamber of Commerce
5. Dave Marra ( <i>DC Real Estate</i> ); Jim Welsh, ( <i>JD Welsh Co.</i> ) as alternate	Springfield Board of Realtors
6. Lauri Segel – Planner ( <i>Goal 1 Coalition</i> )	Land Use Advocacy Group
7. Eve Montanaro - Watershed Coordinator, Middle Fork Willamette Watershed Council	Watershed Council
8. Philip Farrington Director, Land Use Planning & Development ( <i>PeaceHealth</i> )	Large Health Care Provider
9. Tim Stokes – Local Business Owner ( <i>Metal Products</i> )	Manufacturing Employer
10. Don Oldenburg ( <i>Symantec</i> )	High-tech Industry
11. Guy Weese, Board Member ( <i>Emerald Empire Art Association</i> )	Arts-Based Employment Sector
12. Kari Westlund, Executive Director ( <i>CVALCO</i> ), Richard Boyles ( <i>Alternate</i> )	Tourism Industry
13. George Grier, Board Member & Voting Delegate ( <i>Lane County Farm Bureau</i> )	Regional agri-business
14 & 15. Brianna Huber, Thurston High	High School Student

School Student; Naomi Campollo, Springfield High School Student	
16. Mike Kelly, Springfield Citizen	Citizen at large
17. Donna Lentz, Springfield Citizen	Citizen at large
18. Steven Yett, <i>Paramount Center, LLC.</i>	Retail Industry
19. Doug McKay, <i>McKay Commercial Properties LLC</i>	Commercial Developer

This document is a compilation of key points from the meeting minutes and is intended to provide a concise, abbreviated summary of the committee's process and recommendations to date. Agreements and decision points are underlined.

**Meeting 1: April 24, 2008.**

- Dan Egan and Lee Beyer volunteered to co-chair the Committee.
- The group discussed committee meeting process and established guidelines. Committee members agreed to set monthly Stakeholder Committee meetings for the fourth Thursday of each month.
- Mayor Leiken reiterated the importance of the project and noted that the project timeline may lengthen if need be, as the Committee works through each issue.
- Committee members agreed that the Stakeholder Committee should try to reach consensus, but, if that is not possible, have a vote. Majority and minority opinions would then still be forwarded to the Planning Commission / City Council. Mr. Egan suggested that opinions would be encapsulated in the minutes.
- David Reesor led the group in a “snow card” process to identify key issues.
- Mr. Parker discussed the upcoming Public Workshop and future discussion of inventory work and the Economic Opportunities Analysis.

**Meeting 2: May 22, 2008**

- Mr. Parker described the context for economic development, and spoke in depth about economic trends affecting Springfield’s future.
- Mr. Parker led the group in a discussion related to the Economic Development Strategy in Springfield. He asked the group to comment about assumptions related to future growth in Springfield. These assumptions included:
  - Job and population growth will continue in Springfield
  - Springfield wants to be a “complete community”
  - Springfield will continue to function within the regional economy
  - The ratio of types of employment growth in Springfield will be similar to the regional forecast
    - 70% services
    - 10% government
    - 20% manufacturing
  - The City wants to:
    - Attract higher wage jobs
    - Diversify the economy
    - Provide a sufficient number of sites for long-term and short-term needs
    - Make strategic infrastructure investments to accommodate growth



- Springfield will not have funds to provide major subsidies to attract firms

Overall comments related to general acceptance of the assumptions. Some specific comments related to the following:

- Importance of strategically planning for future infrastructure, including changing needs of infrastructure (i.e. auto, truck, railway, etc.)
- Consider cost of infrastructure
- Assuring ability to access employment sites
- Estimating different site needs for office development versus industrial development
- Diversity in the economy is important
- Importance should be placed on higher wage jobs
- Expand from just referencing “regional economy” to include “national and world economy” and its effects on Springfield
- Some subsidies may be important for certain types of business if they’re choosing to locate between only a few different communities.
- Cost of raw materials is having an adverse effect in the manufacturing sector.
- Springfield is a self employment friendly community.
- Value should also be placed on preserving and sustaining natural resources while balancing the need for jobs.
- The manufacturing sector is changing, but not leaving. Biomanufacturing, intellectual management are examples of the changing manufacturing sector.
- Next round of jobs coming to Springfield will be here because “they want to be here, not because they have to be here.” Quality of life is important and a selling point for attracting industries.
- Private / public partnerships will continue to be important
- It shouldn’t be taken for granted that job growth will continue in Springfield; Corvallis was given as an example as a community which has lost jobs in recent years.
- Springfield will benefit from people’s general desire to “come out West...”
- There should not be too much separation between Eugene and Springfield, as it’s a regional economy. However, Springfield doesn’t want to be a bedroom community to Eugene.

### **Meeting 3: June 26, 2008**

- Ms. Goodman presented the results of the online community development survey. 214 people responded to the survey –slightly less than a similar survey conducted in Ashland. The group discussed survey validity and the public involvement process. Terry Moore noted that the Committee can recommend as a group how much emphasis should be given to the survey results. Mr. Moore noted that most people’s concerns related to the survey findings would be addressed in the Economic Development Objectives / Strategies discussion.
- Mr. Beyer facilitated a group discussion of the survey findings:
  - Ms. Segel spoke to the group about rising energy costs and the effects on future industries. She stated that, in her opinion, there were impeded assumptions in the survey – assumptions should have included climate change, rising fuel costs, etc.

- Mr. Grier spoke about survey findings, and indicated that the results show that we need to protect our quality of life; people want to live and work within close proximity; etc. He noted that there is useful information in the survey findings.
  - Ms. Lentz stated that she had concerns over vacant development – she'd like to see the vacant stores filled up prior to building on the fringes.
  - Mr. Kirschenmann spoke to the group about Springfield's ground water protection program and how Springfield is ahead of other communities in that regard.
  - Mr. Beyer discussed with the group his opinion regarding industries reliance on transportation. Mr. Beyer spoke about emerging industries such as solar manufacturing. He gave an example of solar manufactures needing 100 + acre sites.
  - Mr. Farrington spoke to the group about community amenities that attract employers to this area. He noted that Springfield has these attractive amenities.
  - Mr. Marra discussed the importance of attracting new businesses to the area by having enough available land. He also explained that call centers are not necessarily long term businesses in his opinion, and that there should be more focus on manufacturing industries.
  - Mr. McKay spoke to the group about the importance of attracting smaller manufacturing industries locate in Springfield. He indicated that there may be a shift in the future to smaller manufacturers that provide items locally and may be more of a shift towards service industries.
  - Ms. Huber noted that new businesses need to be more environmentally friendly and focus less on fossil fuel consumption.
  - Mr. Grier asked Mr. Moore about factoring in energy costs into economic development planning.
  - Mr. Moore noted that the market is currently responding to the increase in energy costs. The difference between the 1970s and today is that is people believe it is more long term. People's reaction today to high energy costs will not happen overnight, but over the long-term. Policy choices today, though, will help effect people's responses to high energy costs.
  - The group discussed the relationship of energy costs and economic development.
  - Mr. Weese indicated that his opinion was that the high energy costs will work itself out – there will either be more oil or cleaner energy.
  - Ms. Segel noted that she disagreed with Mr. Weese and spoke to the group about peak oil and climate change.
- **Presentation & Discussion of Draft Economic Development Objectives and Strategies:** Terry Moore. Mr. Moore's presentation covered the following topics:
    - "Narrow/traditional view" and "broad/emerging view" of economic development.
    - Simple model of regional growth
    - Key objective of economic growth – "jobs"
    - Factors that mater to firms
    - Implications / policies related to economic development

Group discussion focused on the “land development” section of economic development objectives/strategies.

- George Grier stated that many communities attempt to include as much land in the land need analysis as possible – this is a concern for the agriculture community as it ties up the land base. Mr. Grier noted that the planned infrastructure should guide development in a more orderly manner.
- Lee Beyer spoke to the group about a need for large sites.
- Ms. Lentz indicated that she desired that the city fully utilize the existing urbanized land prior to expanding the UGB.
- Mr. Farrington noted that there needs to be an adequate short term supply of land.
- Ms. Segel spoke to the group about staying focused on redevelopment of infill sites and that future patterns of development may not be similar to historic patterns of development.
- Mr. Grier reiterated his point related to the importance of the availability of infrastructure in relation to future growth. Availability of infrastructure should drive the process.
- Mr. Beyer discussed that new, larger companies may not necessarily need infrastructure in place, but rather they could help install the infrastructure themselves.
- Mr. Farrington reiterated his point of allowing flexibility for accommodating new industries.
- Ms. Segel reiterated her point of changing industries and the effect of high energy costs and decline in fossil fuel capacity. Ms. Segel indicated that new call centers should not be allowed to build in the floodplain.
- Group discussion continued regarding development on farm land; floodplains, etc.
- Mr. Moore briefly spoke about redevelopment effects on land need.
- Eve Montanaro reminded the group that when hearing different opinions during the meetings, that all members should respect others and listen to different opinions.
- Additional questions were asked by the group related to the effect of historic trends relation to future economic planning.

#### **Meeting 4: July 24, 2008**

- Staff presented a **Group Working Agreement** to the Committee. The Committee agreed to adhere to the Group Working Agreement.
- **Economic Development Objectives / Strategies.** Mr. Parker gave the Committee a brief overview of steps taken to provide the draft objectives and strategies. These steps included: work sessions with Planning Commission and City Council; Stakeholder Committee discussion during the June Stakeholder meeting; online survey taken by Stakeholder Committee; and discussions with staff. The Committee provided comments and suggestions on the draft Economic Development Objectives / Strategies:

- **Redevelopment Potential.** The committee agreed to Mr.Parker's proposal to produce the inventory / redevelopment estimates using the mid-range redevelopment potential scenario.

### **Meeting 5: September 25, 2008**

- **Public Testimony.** At committee member George Grier's request, staff distributed a printed handout describing a seminar the University of Oregon is conducting regarding Multi-Lane Boulevards to the Committee.
- City Attorney Bill VanVactor spoke to the Committee regarding new State ethics law/requirements for public representatives.
- **Discussion of Draft Economic Opportunities Analysis (EOA) & Inventory.** Committee members commented on the information presented by ECO Northwest, including corrections to inventory maps; inventory constraints re ODOT regulations on Main Street; building regulations on floodplain and floodway within the existing Urban Growth Boundary. After deliberation on the issue, it was agreed that floodplain would be included as potentially buildable land for existing inventory purposes, so long as it did not preclude potentially excluding floodplain land in any future expansion areas during the Alternatives Analysis.
- Committee members agreed with the Technical Advisory Committee's assessment of inventory constraints. Committee members identified edits to be made to the inventory maps.

### **Meeting 6: October 23, 2008**

- **Economic Opportunities Analysis (EOA).** Present site / land needs based upon revised EOA.
- **Finalized discussion and recommendation of Redevelopment Assumptions.** The following comments/recommendations were made by Stakeholder Committee members:
  - **Mike Kelly:**
    - Agreed with ECO's redevelopment assumptions for small retail development.
    - His experience is that it is easier to redevelop commercial sites smaller than 2 acres (especially those 1 acre and smaller) but that commercial sites larger than 2 acres are harder to redevelop.
    - Questions that Springfield will get 50% redevelopment of industrial development given the history of Springfield. Noted that developers want large industrial sites that are ready to build.
    - There is a need for more new parcels available for industrial parcels 5 acres and larger.
  - **Guy Weese:**
    - Employment site needs can / should be met through redevelopment and infill

- ECO's assumptions are statistically valid, but lack of large, unconstrained vacant land on the fringe of the UGB make it unrealistic to assume that Springfield will be able to find large sites for new development.
- Described many vacant buildings he knows of which could be redeveloped.

**Naomi Campollo:**

- Explained that there should be a priority list and timeline for redevelopment of properties.
- List of when and what will be developed on specific sites.

**Richard Boyles:**

- Agreed with Mike Kelly

**Steven Yett:**

- Agreed with Mike Kelly - pressure is on having large lots
- Also agreed with ECO on redevelopment of smaller sites.
- Thinks that the City needs to provide larger, good sites for development.

**Johnny Kirschenmann:**

- Agreed with ECO recommendations

**Dan Egan:**

- Explained that if redevelopment is to happen at ECO's assumed level, there needs to be strong city policies / tools to support redevelopment in order for it to occur.
- Stated opinion that redevelopment hasn't historically been as aggressive as ECO recommendation.
- Thinks that the assumptions underestimate the demand for large sites.

**George Grier:**

- ECO's recommendations are realistic, not aggressive.
- Is concerned with the cost of servicing new sites.

**Philip Farrington:**

- Overall agreed that ECO's recommendation was accurate.
- Thinks that the City will need sites to capture larger businesses but that the analysis does a good job with assumptions about redevelopment of smaller sites.
- Stated opinion that safe harbor population projection underestimates growth in Springfield.

**Lee Beyer:**

- Overall agreed with ECO's recommendation given the fact it's for a 20-year time period.

**Eve Montenaro.:**

- ECONorthwest Assumptions are reasonable

**Donna Lentz:**

- ECONorthwest Assumptions are reasonable

## **Meeting 7: November 20, 2008**

- Staff prepared a memorandum summarizing the committee's comments on the Economic Opportunities Analysis (EOA):

### **November 20<sup>th</sup>, 2008** **Stakeholder Committee Comments / Recommendations** **on the Draft EOA**

#### **Lee Beyer:**

- Felt that the assumptions / recommendations are a compromise but acceptable
- Technical analysis is sound

#### **Kati Westlund:**

- Asked that the cluster development narrative in the draft EOA include a conference center (page 48 – add box for conference center. Page 50 – additional conference center would add to tourism industry in Springfield). Also noted that a couple additional large sites would be desirable.

#### **Don Oldenburg:**

- Overall agrees with ECONorthwest recommendations – however, would like at least one additional large site.
- Commercial redevelopment assumptions seem reasonable
- Industrial redevelopment assumptions may be overly aggressive

#### **Johnny Kirschenmann:**

- Overall felt that ECO's assumptions / analysis are realistic – however, an additional large site would be helpful – but doesn't want to risk not getting State approval if additional large sites are added.

#### **Naomi Campollo:**

- Overall agreed with ECO's assumptions / analysis

#### **Dave Marra:**

- Overall agreed with ECO's assumptions / analysis but thought the parcels needed should be large
- Indicated that there may be a need to update the inventory again after study is complete.

#### **Doug McKay**

- Likes the idea of creating large parcels – but noted that there will be pressure to partition / subdivide large parcels into smaller ones.

#### **Dan Egan:**

- Infill and redevelopment assumptions are very aggressive. Understands that assumptions are a “political compromise”, and is comfortable with that.
- Noted that large sites are needed for cluster employment sites (noted example of RiverBend site)

#### **Guy Weese:**

- Agreed that there is a need for more large parcels.

**Steven Yett:**

- Noted that having one or two more large sites is critical.
- Agreed that there will be pressure to partition / subdivide large sites
- Explained that historic redevelopment / infill trends did not occur at a fast pace – but noted that there was more “green field” land available in the 1970s than today, and that it was easier to develop.

**George Grier:**

- Noted that Springfield is geographically constrained, and servicing new expansion sites will be extremely costly (i.e. new bridges, sewer, etc.).
- Consider System Development Charges (SDCs) – more aggressive growth will cost more money for SDCs. Cost of infrastructure should be considered in any UGB expansion.
- Fiscal and geographic realities make it appropriate to look at infill. ECO’s assumptions don’t appear overly aggressive. The assumptions don’t take into account parcel assembly.
- Concern expressed over how some of the assumptions were made. Projected need for medical and government services outside the UGB is overstated – believes this can be accommodated through parcel assembly.
- Concern expressed over general growth rate.
- Supports redevelopment for commercial

**Mike Kelly:**

- Would like to see more sites for 20 acre or larger sites, but understands that this could create a need to change some of the underlying assumptions.
- The draft EOA is acceptable

**Brianna Huber**

- Agrees that it would be useful to bring in more large sites.

**Donna Lentz:**

- Agrees with George Grier – the City should try to work with the sites we currently have inside the existing UGB.

- **Economic Opportunities Analysis (EOA)** ECONorthwest presented revisions to the EOA, updates to the Buildable Lands Inventory, infill and redevelopment assumptions, site needs & land needs. Key points and clarifications from the Committee’s discussion:
  - Bob Parker explained that providing a range of site needs scenarios (low vs. high scenario) provides some flexibility when looking at sites outside the UGB.
  - All land within the existing UGB was part of the analysis.
  - The existing Metro Plan designation was used as the basis of the analysis and constraints such as wetlands were discounted.
  - Glenwood was included.
  - Mr. Kirschenmann asked about whether or not Jasper Natron was included in the short supply. John Tamulonis explained costs and timelines associated with future road and sewer construction to Jasper Natron.

- Mr. Parker noted that there are a lot of small sites available in the existing UGB, but not a lot of large sites.
- Mr. Grier noted that there were no redevelopment assumptions made about parcel assembly. Mr. Parker explained that the redevelopment assumptions regarding needed small sites will be addressed through changes in land use policies that effect land use efficiency within the existing UGB. Mr. Parker noted that the State allows parcel assembly to be considered a constraint because of the difficulties associated with it.
- Kari Westlund explained how the number of site needs and acreage need was calculated.
- Beth Goodman explained that the high scenario was put in place since the last meeting in response to what was previously heard from the Stakeholder Committee, TAC, Planning Commission and Council related to allow flexibility in including large employment sites.
- Doug McKay asked for clarification on the low vs. high scenario – asked if ECONorthwest wanted the group to come to consensus on the low vs. high scenario. Mr. Parker stated that the Committee is not asked to decide this evening between the low vs. high scenario. He indicated that the discussion should move forward into the alternatives analysis next month, allowing the Committee to look at what types of sites are available.
- Mr. McKay asked if there is a sense of how many acres of commercial and industrial were used in the last 20 years.
- Mr. Tamulonis indicated that he could perhaps find more information, but that it was not currently available.
- Mr. Kelly stated that he was surprised that commercial and industrial needs were treated the same. He felt that they are not the same. He stated that industrial uses are drawn towards green field sites rather than redevelopable sites. He also explained that small commercial site needs are more likely to be met through redevelopment than industrial.
- Lee Beyer explained that he shares some of the same concerns. He indicated that he was somewhat bothered that all of the industrial sites will be met through redevelopment.
- Mr. Parker explained that there is a need for an industrial park, which could then be divided into smaller pieces to meet the need for small industrial sites. He noted that there is a need to balance needed sites with UGB expansion. He further explained that some new industrial uses are different than traditional industrial uses.
- Mr. Egan noted that companies look for sites based upon specific need. He explained that in his experience, it's hardly ever a site that is smaller than 50 acres. He noted that Springfield does not have an industrial park with available sites. He explained that in a 20-year period, there will be hundreds of industries looking for new sites. He noted that Springfield needs to focus on large sites were there are the most inquiries.
- Mr. McKay asked clarification on typical parcel sizes for big-box stores. Mr. Parker noted that warehouse sites need to be located close (i.e. approximately one-half mile) from I-5
- Mr. Egan explained that the definition of "industrial" is different than what it used to be – it is more based on technology centers (i.e. solar manufacturing, software manufacturers, etc - not smoke stacks).



- Mr. Parker focused the group again on the methodology – he noted that he heard many Stakeholders saying that they’re uncomfortable with the redevelopment assumptions related to industrial sites more so than commercial sites.
- Don Oldenburg asked for clarification regarding how numbers were generated to accommodate all needed sites less than 5 acre sites within the existing UGB, and 50% of the 5-20 acre sites through redevelopment.
- Mr. Parker explained that the assumptions were from input from the Stakeholders, Council, public, etc. – Springfield wants economic development but also efficient land use (i.e. not have small employment sites on the fringe of the UGB, but focus them on the center). The assumption with the 5-20 acre sites were discounted to 50% because they are more difficult to come-by.
- Mr. Parker explained that the Study needs to be legally defensible – he noted that the City could be a lot more aggressive with the Goal 9 analysis. He explained that it is ultimately a policy decision if the City chooses the proposed redevelopment assumptions, as it limits land supply on the fringe, which then encourages redevelopment in the existing UGB.
- Lee Beyer explained that redevelopment for small sites (less than 5 acres) makes sense because the cost of infrastructure for these small sites on the fringe would be more prohibitive.
- Kari Westlund asked for clarification on a table shown in the PowerPoint. She noted that it appeared to show a surplus of small industrial sites. She explained that small commercial sites are where it showed site deficits.
- Mr. Kelly noted the complexity of bringing in residential land into needed acreage.
- Ms. Westlund noted that Springfield may not have enough land for large parcels when considering more residential growth.
- Mr. Grier asked for clarification in the revised EOA draft, which showed a decrease campus industrial acreage. Mr. Parker explained that it was mostly due to incorporating Marcola Meadows master planned area. There also was a large portion of the Campus Industrial site in Gateway that is constrained by floodway.
- Dave Marra passed around a flyer advertising a big-box site near Wilsonville - he indicated it was an example of something Springfield needs.
- Mr. Beyer explained there is a difference between how companies seek commercial and industrial sites – commercial demand is driven by purchasing power and population – industrial is different.
- Mr. Egan gave an example of the Woodburn outlet mall - he indicated that Springfield would not have the ability to site a similar commercial development with our existing land supply.
- **Finalize discussion and recommendation of Revised EOA.** The following is a general summary of the combined comments from the Stakeholder Committee:

*“The majority of Committee members **felt strongly** that Springfield needs more large sites but are accepting of the fact that the City may need to settle for less to get the plan approved -- approval being the most important point at this time. A minority of the group felt **equally strongly** that we should not pursue a large expansion of the UGB.”*

### **Meeting 8: January 22, 2009**

- Bill Van Vactor, City Attorney gave a presentation: *Safe Harbor Population Forecast*.
- Allen Johnson, Attorney gave a presentation: *Adopting Springfield's UGB and UGB Adoptions around the State*.
- **Potential Employment Opportunity Areas & Constraints:** Ten different opportunity areas were discussed. The notes below summarize the discussion regarding each site.

#### **Site #1 North Gateway Area**

##### Constraints Discussion:

- Floodplain and floodway issues in the area.
- How much of the area (in acres) is affected by flood hazards?
- Much of the Wicklund property is designated as a "Natural Resource Area" in addition to being subject to floodplain and floodway issues.
- The Committee should be careful to avoid choosing expansion sites that cannot realistically be developed because of topographical or environmental constraints that were not an issue when the original inventory of industrial lands was compiled.
- The cumulative effects of building in the floodplain must be considered. Such development is going to take a problem and move it somewhere else.
- The TAC indicates that Johnson Rd. provides some potential access. Why is this so?
- There are significant limitations on the traffic capacity in the Beltline-Gateway vicinity may affect the North Gateway site.
- ODOT says there is a potential limitation on the density of buildout in the area (Trip cap).

##### Opportunities Discussion:

- The site is popular and visible from I-5 and is near other industrial development.
- Has the large parcels (25-50 acres) that are needed.
- Future improvements to I-5/Beltline and Gateway could expand transportation capacity in the area.
- EMx is extending service into the area.

#### **Site #2 Hayden Bridge Area**

##### Constraints Discussion:

- The area seems to be confined with the adjacent steep sloped lands, and the rivers. Is it affected by floodplain issues?
- There appear to be significant areas of hydric soils that are a sign of wetland issues.
- May not be developable for industrial uses.
- May be better for future residential development.

##### Opportunities Discussion:

- May be easy to service with nearby infrastructure (south side of Hayden Bridge).
- Good connection to I-5 via Hwy 126.

- TAC thinks the area is compatible with future office or retail development. What was the thinking of the TAC? There is no surrounding residential base to support retail development.

### **Site #3 North McKenzie Highway**

- George Grier declared that he has a potential conflict of interest related to this site, given that he owns land in the vicinity. He indicated that he would keep his comments factual and objective.

#### Constraints Discussion:

- Significant floodplain and floodway problems. The 1996 flood inundated a number of areas on the map that are shown to be outside the floodplain. The floodplain maps are not accurate for this location.
- SUB groundwater protection regulations are an absolute constraint on this land. There are nearby wellheads that would limit commercial and industrial development.
- Cedar Creek is the receiving body for much of the stormwater runoff for North Springfield. City studies indicate that Cedar Creek is at capacity and will be challenged to accommodate future runoff from urban development within the existing UGB.

#### Opportunities Discussion:

- None discussed.

### **Site #4 Far East Springfield Area**

#### Constraints Discussion:

- Stormwater constraints. This area drains to Cedar Creek. Development proposed on the Gray property which is inside the existing UGB was constrained by the stormwater capacity limitations of Cedar creek.
- Steep slopes are also an issue in this area which would constrain development.
- The area would probably be best considered for residential development.

#### Opportunities Discussion:

- None discussed.

### **Site #5 Wallace Creek Area and Site #6 West Jasper/Jasper Bridge Area**

#### Constraints Discussion:

- Site #5 has some steep slope issues. The ridge separating the Wallace Creek basin includes areas of thin soils covering basalt outcroppings that prevented the extension of the Bob Straub Parkway to Wallace Creek as originally planned.
- Site 6# has floodplain issues and is affected by the Willamette Greenway which requires riparian setbacks from the river.

#### Opportunities Discussion:

- The Bob Straub Parkway provides an improved access route to Hwy 126 and I-5 from this area. Is this a logical extension of the Jasper-Natron area?
- Development within the Jasper Natron area along the Bob Straub Parkway may spur future development in this area.

- The Weyerhaeuser Haul Rd. provides a connection to the Wallace Creek from Jasper Natron.
- There is an existing industrial site just south of Jasper that should be considered.

### **Site #7 Clearwater Area**

#### Constraints Discussion:

- Floodplain should be respected. If you don't build around the flood channels running through the area there will be problems.
- The area is part of a SUB ground water protection area (Willamette Wellfield).
- New rules for lending in floodplain areas are not favorable to homeowners.
- This area should be considered for residential development. Some neighborhood scale commercial would be appropriate.

#### Opportunities Discussion:

- The school district owns some land along Clearwater Lane.

### **Site #8 South Millrace Area**

#### Constraints Discussion:

- Is within the 0-5 year time of travel zone. The Willamette Wellfield ( wellheads) is a prominent part of the area. Development can occur within time of travel zones, but mitigation is necessary and would restrict the used of certain chemicals by commercial and industrial users.
- The rail crossing at 28<sup>th</sup> St. is a choke point for emergency access when trains are moving through the area.

#### Opportunities Discussion:

- There is a substantial amount of publically owned land in Site #8. The City, Willamalane and Sub all control parcels in the area which may help guide future development in a positive way.
- There is nearby industrial development. Integration of this area with existing urban development to the north makes sense.
- Some residential development may be acceptable.

### **Site #9 Seavey Loop Area and Site #10 Goshen Area**

#### Constraints Discussion:

- Floodplain and wetland issues are apparent in this area.
- ODOT indicates that 30<sup>th</sup> and I-5 interchange has capacity constraints.
- Much of the area has Class I and Class II soils which are "low priority" for inclusion in urban areas under state planning rules.
- Mt. Pisgah is a sensitive recreational/environmental area.

#### Opportunities Discussion:

- Glenwood provides Springfield with a nexus to Site #9. Sewer connections to the area through Glenwood may be possible.
- There is a significant industrial and commercial development in the area already, especially along I-5 in both Site #9 and Site #10.
- The proximity to I-5 and 30<sup>th</sup> Ave. are beneficial for transportation access.
- ODOT has plans to improve the I-5/ 30<sup>th</sup> interchange.

- Would expanding Site #10 to include that portion of Goshen west of I-5 be feasible and or allowed under the Metro Plan? The Metro Plan governs the boundary between Eugene and Springfield within the Metro Plan boundary. Goshen is outside of the Metro Plan area. None the less, there may be push back if Springfield seeks to incorporate land west of I-5.
- Wildish owns land near Mt. Pisgah that it has proposed for residential development.

**Meeting 9: February 26, 2009 (Draft – to be approved on April 16).**

- The Committee reviewed and provided comment on the Draft Estimate of Public and Semi-Public Land Needs Memorandum and Preliminary Results of the Residential Land Needs Analysis. Final calculations of how much land is available within the existing UGB will be finalized in the next few weeks and incorporated into the final residential lands analysis.
- George Grier presented a conceptual plan for east Main Street supported by the Farm Bureau that showed how redevelopment along east Main Street could account for much of the needed residential units projected in the study and would reduce average VMT, reduce carbon emissions, reduced energy costs, etc. The study was prepared by a University of Oregon Architecture studio class.
- Round-Robin sharing of the committee’s thoughts about the process to:

**Brianna Huber:** It has been an interesting learning experience. I have enjoyed working with all of you.

**Dave Marra:** Great bunch of people. Good experience.

**Johnny Kirschenmann:** It has been a great experience. This is a more complicated process than the Planning Commission issues usually considers. ECONorthwest did a good job of laying things out.

**Dan Egan.** I have enjoyed the process. I look back 20 years and the town didn’t look this way when I first moved here. I disagree with George in that I have to tell people that they have to take their great businesses somewhere else because we didn’t have the land. It will be important to have a final document that integrates the land needs for commercial, industrial, and residential lands combined.

**Mike Kelly:** I think we feel short of where we expected to, especially with the alternative analysis. I understand there were reasons for us to stop where we have. We need to have a policy that says here are our land use policy and our economic development policies.

**Guy Weese:** I have enjoyed the experience. I first thought that redevelopment would take care of our needs. We need some bigger pieces of land. The reality is that it will take people who are willing sell their land and someone willing to invest in development.

**Kari Westlund:** I was challenged by the material. I was interesting and like others felt like I didn’t really have much influence and that we stopped short of where I thought we were going.

**Philip Farrington:** Springfield is attempting to fulfill its responsibility to maintain an inventory of buildable lands and I applaud the City Council for doing so.

**Don Oldenburg:** We are doing the responsible thing that will help shape where our community will go.

**Doug McKay:** I have been involved in redevelopment. Assembly of land can become expensive as soon as your neighbors hear you are trying to assemble land. I think that small redevelopment projects can be a catalyst for improving surrounding properties.

- **Future Opportunities for the Committee Members to Stay Involved.**

Staff presented a flow chart with opportunities for future Stakeholder involvement that provide a meaningful opportunity for influencing a final recommendation. The consultant will continue to work on refining the opportunity areas to come up with a specific recommendation to present for public review.

Staff was requested to provide the Committee with the recommendations in advance of the joint meeting with the Planning Commission. Committee members also expressed that a Committee meeting be scheduled before the Planning Commission/Council meeting to allow time to review the recommendations.

# RECOMMENDATION TO THE CITY COUNCIL

## BEFORE THE PLANNING COMMISSION OF THE CITY OF SPRINGFIELD

REQUEST TO ADOPT THE SPRINGFIELD	]	RECOMMENDATION TO
COMMERCIAL LANDS, ECONOMIC	]	THE CITY COUNCIL
OPPORTUNITIS ANALYSIS AND	]	
Case Number LRP 2007-00031		

### NATURE OF THE APPLICATION

1. The City of Springfield has commissioned a Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis 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.
2. In 2007 the Oregon Legislature passed House Bill 3337 which mandates the City of Springfield to complete the 20 year buildable residential land inventory analysis and determination on or before January 1, 2010. The city chose to conduct the Commercial and Industrial Lands Study concurrently. The initial stage does not include adoption or amendment of an urban growth boundary or amendment to any comprehensive plan policies or designations.
3. Local adoption of the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis is an interim step towards establishing Springfield's own urban growth boundary pursuant to statewide land use goals.
4. 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.
5. Timely and sufficient notice of the public hearing, pursuant to Springfield Development Code Section 5.2-115, has been provided.
6. 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.

7. 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 Development Services Department staff report, the oral testimony, letters received, written submittals of the persons testifying at the hearing, and the public record for file # LRP2007-00031 have been considered and hereby are incorporated into the record for this proceeding.

**CONCLUSION**

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.

**RECOMMENDATION**

The Planning Commission, at its December 15, 2009 meeting, hereby recommends that the City Council approve the determination set forth in the Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis, as presented herein at Case No. LRP2007-00031.

\_\_\_\_\_  
Planning Commission Chairperson

ATTEST:  
AYES: \_\_\_\_\_  
NOES: \_\_\_\_\_  
ABSENT: \_\_\_\_\_  
ABSTAIN: \_\_\_\_\_





# Oregon

Theodore R. Kulongoski, Governor

## Department of Land Conservation and Development

635 Capitol Street NE, Suite 150  
Salem, Oregon 97301-2540  
Phone: (503) 373-0050  
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[www.oregon.gov/LCD](http://www.oregon.gov/LCD)

December 4, 2009

Linda Pauly, Principal Planner  
City of Springfield  
255Fifth Street  
Springfield, OR 97477



Transmitted via e-mail

**RE:** Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (local file LRP2007-0031; DLCD file 009-09)

Ms. Pauly:

Thank you for the opportunity to comment on this proposed post-acknowledgment plan amendment (PAPA) regarding the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (EOA). Please enter the following comments into the record of all hearings on the proposal.

We are aware the city is performing this analysis as part of a larger project analyzing the capacity of the urban growth boundary in preparation for establishing a new boundary to complement work mandated by HB 337 (2007). We find the work in the draft documents to be well-considered and a positive step for Springfield's efforts to sustainably accommodate future growth and development. There are a few areas where we believe the proposal can be improved, as explained below.

We are committed to working with Springfield in developing findings, analysis and conclusions that we can fully support upon adoption. Consequently, we ask that the city not complete its final adoption of the inventory and EOA before Springfield and DLCD staffs have opportunity to discuss these comments.

### **Commercial and Industrial Land Need**

As part of its overall economic development vision and strategy, the EOA states that the city desires to 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.

The EOA concludes that Springfield needs 450 acres of industrial land on six sites, reflecting an identified need for three 50-acre sites and three 100-acre sites. This is based in part on assumptions regarding the redevelopment potential of industrial lands within the city. We do not presume to understand Springfield better than the authors of the draft EOA but we are surprised by some of the conclusions regarding which industrial lands are considered redevelopable. For example, the analysis shows only one redevelopable industrial parcel over 20 acres. The EOA explains the assumptions used to identify redevelopable land, but does

not include the data to which the assumptions were applied and includes only small-scale maps. Additionally, we could not find a discussion of the possibility of assembling smaller parcels to accommodate the need for large sites. We would appreciate the opportunity to better understand the findings regarding industrial land need before the city adopts the EOA.

Also concerning industrial land, the EOA identifies a need for three sites in excess of 50 acres and calculated land need based on those three parcels being 100 acres each. We found no data regarding the actual size of existing industrial sites that exceed 50 acres or an explanation of the size of needed sites for new industries expected to relocate or establish new operations in Springfield during the planning period. Assuming these large sites must be 100 acres could limit Springfield's opportunities to identify suitable industrial sites and potentially overestimate the amount of land the city needs for industrial development.

### **Future Considerations**

We understand that the EOA was prepared to address Springfield's economic development and employment land needs in conformity with Statewide Planning Goal 9. With that in mind, we find that the draft EOA includes reasonable assumptions and a generally complete analysis, although the analysis is somewhat difficult to follow. Considering that a UGB amendment is the likely next step, we would like to ensure Springfield officials proceed apprised of other factors that could influence ultimate outcomes related to economic development and employment lands.

The EOA does not appear to address the city's nodal development strategy, which is the region's locally adopted device to comply with the Transportation Planning Rule (OAR 660, division 12) and Statewide Planning Goal 12. The nodal development strategy, contained in the region's transportation system plan (TSP), is the city's approach to reducing reliance on the automobile. The relationship between the land need analyses in the EOA and the city's strategy to encourage higher-density development and redevelopment in nodes is mentioned but not analyzed.

While neither Goal 9 nor the administrative rule on economic development require consideration of the TSP at this time, any amendment to the comprehensive plan must be shown to comply with all the goals and existing policies in the local government's comprehensive plan. Additionally, OAR 660-012-055(1)(d) requires certain local governments, including Springfield, to consider whether proposed plan amendments support the region's strategy regarding reduction in per-capita vehicle miles traveled.<sup>1</sup>

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<sup>1</sup> OAR 660-012-0055(1)(d) states:

Local governments within metropolitan areas that are not in compliance with the requirements of this division to adopt or implement a standard to increase transportation choices or have not completed an integrated land use and transportation plan as required by this division shall review plan and land use regulation amendments and adopt findings that demonstrate that the proposed amendment supports implementation of the region's adopted vision, strategy, policies or plans to increase transportation choices and reduce reliance on the automobile.

A plan or land use regulation amendment supports implementation of an adopted regional strategy, policy or plan for purposes of this section if it achieves the following as applicable:

(A) Implements the strategy or plan through adoption of specific plans or zoning that authorizes uses or densities that achieve desired land use patterns;

(B) Allows uses in designated centers or neighborhoods that accomplish the adopted regional vision, strategy, plan or policies; and

This should be completed before making a final decision on whether the EOA includes appropriate conclusions regarding the amounts and intensity of use on employment lands. This could result in revisions to the evaluation of land and site needs to reflect the expected character of nodal development – that is, the expectation that nodal development will occur at higher densities, on smaller sites, and at increased rates of infill and redevelopment, than current development patterns indicate.

Since the city is proposing to adopt the EOA only via resolution at this time, and it must be included in the comprehensive plan in order for the city to rely on the EOA for a UGB amendment, the analysis of how employment land needs conform to the existing nodal development strategies may be delayed. We do not believe it can be avoided, however.

### Summary

While we continue to have several questions regarding data and conclusions in the EOA, we find that it is a good start for fulfilling Springfield's economic development planning needs. We understand the city is not proposing adoption of a comprehensive plan amendment at this time, but nevertheless request the opportunity to meet with city staff to discuss our issues prior to final consideration of the EOA by the city.

Thanks again for the opportunity to comment. If you have any questions or concerns regarding these comments, please don't hesitate to contact me at (503) 373-0050, ext. 255 or [darren.nichols@state.or.us](mailto:darren.nichols@state.or.us). Please also feel free to contact Ed Moore, your regional representative, at (541) 726-9859 or [ed.w.moore@state.or.us](mailto:ed.w.moore@state.or.us).

Sincerely,



Darren Nichols  
Community Services Division Manager

Copy: Springfield PAPA 009-09 File  
Ed Moore, Regional Representative, DLCD  
Rob Hallyburton, PSD Manager, DLCD  
Tom Hogue, Economic Development Specialist, DLCD  
Bob Cortright, Transportation Planning Coordinator, DLCD

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(C) Allows uses outside designated centers or neighborhood that either support or do not detract from implementation of desired development within nearby centers.

**MEMORANDUM**

**City of Springfield**

**Date:** 1/19/2010

**To:** Gino Grimaldi

**COUNCIL**

**From:** Linda Pauly

**BRIEFING**

**Subject:** Springfield Commercial and Industrial Land Study (CIBL)

**MEMORANDUM**

**ISSUE:**

Adoption of the *Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and the Economic Development Objectives and Implementation Strategies* (collectively referred to as the CIBL study) is the City’s next step toward meeting its obligation to carry out the mandate of 2007 Or Laws Chapter 650 (commonly referred to as HB 3337) requiring Springfield to separately establish its own urban growth boundary pursuant to Statewide Land Use Goals.

**COUNCIL GOALS/**

**MANDATE:**

Council Goals: Mandate

**DISCUSSION:**

Springfield has completed a Commercial and Industrial Land Study to determine the city’s economic development land needs for the planning period 2010-2030. The study has been conducted in accordance with the applicable Statewide Planning Goals, as set forth in Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009).

**Goal 9:**  
**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 Goal requires the City to have comprehensive plans and policies that contribute to the state’s stable and healthy economy. Plans must be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

As Springfield takes the necessary steps to separately establish its own urban growth boundary, the City is required to conduct an analysis of the community’s economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends and to prepare policies concerning economic opportunities in the community. The City then must prepare plans that:

1. provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies;

2. limit uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with those uses.<sup>1</sup>

The work products of the CIBL study are the result of a rigorous public involvement process that involved citizens, stakeholders, technical staff, representatives of affected agencies, the Planning Commission and City Council. Staff and the City's consultant ECONorthwest conducted surveys, workshops, open houses, and an extensive series of advisory committee meetings and work sessions to prepare and refine the planning documents included in Attachment 1: the required land inventory, economic opportunity analysis and economic development objectives and strategies.

The *Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis* is designed to meet the requirements of Goal 9 and the Goal 9 rule. The Land Conservation and Development Commission adopted amendments to this administrative rule in December 2005.<sup>2</sup> Springfield's analysis is designed to conform to the requirements in OAR 660-009 as amended.

***OAR 660-009-0015*** Economic Opportunities Analysis (EOA) requires the city to:

1. 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;
2. 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;
3. include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use;
4. and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area.

Cities are also encouraged to assess community economic development potential through a visioning or some other public input based process in conjunction with state agencies.

***OAR 660-009-0020*** Industrial and Commercial Development requires Springfield 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 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. Cities within a Metropolitan Planning Organization (which includes Springfield) must also adopt policies that identify a competitive short-term supply of land for desired industrial and other employment uses as an economic development objective.

***OAR 660-009-0025*** Designation of Lands for Industrial and Commercial Uses requires Springfield to adopt measures to implement policies adopted pursuant to OAR 660-009-0020.

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<sup>1</sup> Goal 9: Economic Development - OAR 660-0000(9)

<sup>2</sup> 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>.

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 within a Metropolitan Planning Organization (which includes Springfield) must also adopt policies relating to the short-term supply of land and must designate suitable land to respond to economic development opportunities as they arise.

Springfield's Economic Opportunities Analysis includes an analysis of national, state, regional, and county trends (Chapter 3 and Appendix A) as well as the 20-year employment forecast that leads to identification of needed development sites and a description of the types of sites that are needed to accommodate industries that are likely to locate or expand in Springfield (Chapter 4 and Appendix B and C). It also includes an inventory of buildable commercial and industrial land in Springfield (Chapter 2). Chapter 5 presents a comparison of Springfield's land supply and site needs and discusses the implications of the Economic Opportunities Analysis.

## CONCLUSIONS OF THE CIBL

The key conclusions in the analysis of land availability and capacity for employment uses in Springfield are:

1. **The City assumes that 52% of new employment growth in Springfield will not require vacant land.** 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). 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. This portion of employment addresses the OAR 660-024-0050 requirements that the City consider "land use efficiency measures" prior to expanding the UGB. Policies in the Springfield 2030 Refinement Plan will articulate the City's strategies to achieve this level of infill and redevelopment.
2. **Springfield will need employment land with characteristics that cannot be found within the existing UGB.** The employment land needs that may not be met within the UGB are for sites five acres and larger. The *Economic Opportunities Analysis* identifies six needed industrial sites on 450 acres and eleven needed commercial and mixed-use sites on about 190 acres to meet the city's economic development objectives over the plan period - a total of 17 sites with approximately 640 acres of industrial and other employment land on sites five acres and larger that cannot be accommodated within the existing UGB.

Springfield's inventory lacks employment sites of sufficient size, location and configuration to provide an adequate competitive supply of suitable land to respond to economic development opportunities as they arise. Sites suitable for commercial and industrial land uses (flat sites, frontage on arterials, access to rail and freeways, separation from residential uses, etc.) are already developed and/or designated for these uses. 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. There are relatively few large



sites (20 acres or larger) available near I-5 available for development in the Southern Willamette Valley and in fact no sites with these characteristics in the Eugene-Springfield area.

### **NEXT STEPS: INCORPORATE CIBL WORK PRODUCTS INTO THE SPRINGFIELD 2030 REFINEMENT PLAN AND RESPOND TO DEFICIENCIES**

The inventories, analysis, conclusions and policy recommendations of the CIBL combined with the results of the *Springfield Residential Land and Housing Needs Analysis* (adopted by the Council on December 15<sup>th</sup>, 2009) will provide the basis for significant updates to Springfield's land use plans in 2010. The next steps are to develop and adopt the plan policies and land use designations for Springfield that will guide changes in land use over the plan period 2010-2030.

Staff are currently preparing a new policy document – the *Springfield 2030 Refinement Plan* (SRP) – that will include a Springfield Plan Diagram depicting Springfield's Urban Growth Boundary and Land Use Districts. This city-wide comprehensive planning document is a refinement plan of the Metro Plan for the metro urban area east of I-5 that will establish a separate Urban Growth Boundary (UGB) for Springfield as required by ORS 197.304. The Springfield UGB is required to provide a 20-year supply of land to meet the City's projected needs, consistent with all applicable planning goals, statutes and administrative rules. The Springfield and Lane County Planning Commissions will conduct work sessions and public hearings on the *Springfield 2030 Refinement Plan* beginning in February 2010, to be followed by hearings before the Springfield City Council and Lane County Board of Commissioners beginning in June. The CIBL work products will inform policy development and will eventually be incorporated into the *Springfield 2030 Refinement Plan* as an appendix to the plan's Economic Element. The *Springfield 2030 Refinement Plan* will also include Residential Land and Housing, Urbanization and Land Use/Urban Design Elements, and a Plan Diagram that will designate sufficient commercial and industrial land to provide for Springfield's projected employment growth.

A key land use challenge for the City of Springfield is how it will accommodate its projected share of regional economic and population growth while also preserving and enhancing the city's quality of life and uniqueness. The City Council directed staff to work with the Planning Commission to develop new plan policies and zoning ordinances to implement additional Land Use Efficiency Measures in Springfield. Adoption of new plans — such as the Downtown District Plan and an updated Glenwood Refinement Plan — will implement increased opportunities for high density mixed-use development along Springfield's transit corridors and support downtown revitalization, and consistent with the region's nodal development strategy and OAR 660-012-0055(1)(d). The *Springfield 2030 Refinement Plan* will provide a planning framework to facilitate compact urban development consistent with state mandates while supporting multiple community planning objectives and City Council Goals.

Staff will continue to seek public input on the proposed measures as we move forward with public hearings. Some measures may result in new plan designations in key redevelopment areas. Others will be implemented through amendments to the Springfield Development Code.

It is the City's intent to have the *Springfield 2030 Refinement Plan's* goals, objectives, policies and recommendations outline a growth strategy with five broad components:

- Promote compact, orderly and efficient urban development by guiding future growth to planned redevelopment areas within the established portions of the city, and to planned new neighborhoods where future expansion may occur.
- Encourage a pattern of mixed land uses and development densities that will locate a variety of different life activities, such as employment, housing, shopping and recreation,

in convenient proximity, to encourage and support multiple modes of transportation, including walking, bicycling, and transit, in addition to motor vehicles both within and between neighborhoods and districts.

- Balance the goals of accommodating growth and increasing average density within the city with the goals to stabilize and preserve the established character of sound older neighborhoods by clearly defining locations where redevelopment is encouraged, and by requiring that redevelopment be guided by a detailed neighborhood refinement or special district plan.
- Use selective, planned redevelopment at appropriate locations as one method of providing additional land use diversity and housing choices within districts and neighborhoods currently characterized by a limited range of land uses and activities.
- In both redevelopment areas and new growth areas on the periphery, establish planning and design standards that will promote economically viable development of attractive, affordable and engaging districts and neighborhoods.

The Economic Element of the plan will include Springfield-specific policies to guide future development and redevelopment in a manner that will provide for the projected employment needs of our community. In some cases, the plan diagram will propose redesignations and/or new designations for specific parcels in response to deficiencies identified in the findings and conclusions of the Residential and Commercial and Industrial Buildable Lands studies and to resolve existing plan-zone conflicts and/or inconsistencies.

Staff will be bringing draft *Springfield 2030 Refinement Plan* work products to the Springfield and Lane County Planning Commissions in work session on February 2, 2010. The Goal 14 UGB Alternatives Analysis is an iterative processes, so the exact amount of land needed for projected employment growth is subject to adjustment throughout the public policy review process.

The final decision to adopt the *Springfield 2030 Refinement Plan* Metro Plan amendment will incorporate for adoption the Springfield CIBL, and will be an action that requires co-adoption by both the City Council and Lane County Board of Commissioners.

#### **CONCLUSION:**

Adoption of the *Springfield CIBL* is necessary to allow Springfield to comply with part of its obligations under ORS 197.304 (1)(a).

#### **SUMMARY OF COMMENTS RECEIVED AND RESPONSE TO TESTIMONY:**

As part of the public hearing process on the draft *Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and the Economic Development Objectives and Implementation Strategies*, the Planning Commission received public testimony prior to and during the December 15<sup>th</sup> public hearing. The Planning Commission forwarded a unanimous recommendation of approval to the Council without comment on the testimony. Staff has prepared a response to that testimony to assist the Council in deliberation on this matter.

The Development Services Department and Planning Commission received the following testimony, which is attached to this memorandum as follows:

1. Letter dated 12-4-09 from Mr. Darren Nichols, Community Services Manager, Department of Land Conservation and Development
2. Letter dated 12-15-09 from Mr. Sid Friedman, 1000 Friends of Oregon, 189 Liberty Street NE, #307A, Salem OR 97301
3. Letter dated 12-15-09 from Teresa Bishow, Planning Director, Arlie and Company, 2911



Tennyson Avenue, Suite 400, Eugene OR 97408

4. Letter dated 1-8-10 from James Spickerman on behalf of Puzzle Parts, LLC and Richard Boyles, P.O. Box 1147, Eugene OR 97440-1147.

The remainder of this memorandum will provide a summary of the comments and staff's responses to issues raised in this testimony.

#### Summary of Issues Raised by Mr. Darren Nichols:

- The EOA does not account for the possibility of smaller parcels being assembled into larger development sites.
- The EOA does not substantiate the large site needs (50-100 acres) required by potential employers.
- The EOA includes reasonable assumptions and a generally complete analysis.
- As Springfield takes the next steps to pursue a UGB expansion, the City's policies and plans must address the nodal development strategy and analysis of whether the proposed plan amendments support the region's strategy regarding reduction in per-capita vehicle miles travelled pursuant to OAR 660-012-0055(1)(d). Since this may inform the conclusions regarding amount and intensity of use on employment lands it "could result in revisions to the evaluation of land and site needs to reflect the expected potential character of nodal development" (higher densities on smaller sites and at increased rates of infill and redevelopment than current development patterns.)

#### Summary of Issues Raised by Mr. Sid Friedman:

Mr. Friedman's testimony is in support of the City's efforts to provide employment opportunities for future populations, but is concerned that such efforts should not be at the expense of valuable adjacent farm and forest land. In most cases, the testimony suggests that the existing commercial and industrial lands inventories, if properly accounted for and more efficiently used, would not require an expansion of the current urban growth boundary or would require a smaller expansion. Specific to this premise, the testimony is critical of some of the baseline assumptions in the study, including:

- The EOA underestimates the percentage of employment growth that will not require vacant land.
- The EOA is based on the "High" land need scenario.
- The EOA does not assume that future employment uses on new vacant land will use land more efficiently than current uses.
- Maps 2-2 and 2-6 do not classify the 115-acre Booth-Kelly site as vacant, redevelopable or potentially redevelopable.
- The inventory does not account for absorption of employment growth by the 240 vacant acres of employment land in parcels 5 acres or smaller.

#### Summary of Issues Raised by Ms. Bishow:

- The CIBL does not consider plan-zone conflicts.
- The City needs a strategy to resolve plan-zone conflicts.
- Acknowledge work completed on the Jasper-Natron Plan and implement proposed plan amendments.
- "Focus on the vision versus the numbers."

#### Summary of Issues Raised by Mr. Spickerman:

- "There is not an adequate supply of large sites within the UGB, particularly large sites with the site characteristics found to be needed. Potential growth industries, including warehousing distribution, and other general industrial uses, including manufacturing, require large sites with the particular site characteristics identified in the study."

### Staff's Response:

- The assumptions used in the EOA were endorsed by the CIBL Stakeholder Committee and have been previously reviewed by the CIBL Technical Advisory Committee, Planning Commission and City Council. The Planning Commission and the City Council agreed with these recommendations and accepted these assumptions for inclusion in the inventory analysis.
- 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 (see page 64-65.)
- The draft EOA addresses the comments made by DLCD on the earlier draft. The need for large sites (50-100 acres) required by potential employers is addressed on pages 59-63 and in Appendix C (see page 126-138, and Table C-5).
- Based on the analysis of land supply and site needs in Table 5-1, Springfield will need five sites 20 acres and larger for general industrial over the 2010-2030 period. Industrial sites may be used for one firm or may be used for an industrial park, to provide space for multiple, smaller firms. 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 site in the 150-250 acre range.
- 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.
- Springfield will need five sites 5 to 20 acres and one site 20 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 reserved for an office park development.
- The City has no basis for assuming that redesignation of non-employment lands will provide the needed larger sites. Lands designated to accommodate the city's other land use categories are needed for those planned uses.
- The City has no basis for assuming that all of the projected 13,000 new jobs can be located via redevelopment or that the need for large employment sites can be accommodated through assembly of small land parcels. Such assumptions would not take into account existing life cycle value of buildings, on-site compatibility of new uses with existing uses or the ability of all affected parties to be able to satisfy site needs at these locations. Springfield will need to add land to its Urban Growth Boundary to accommodate forecast employment growth and provide larger sites for target industry employers if the City is to meet local community development objectives.
- The Booth-Kelly site is developed, not vacant. See the definition of "vacant" on page 7 of the EOA and page 21 for the criteria used to determine redevelopment potential.

- The City processes plan/zone corrections quarterly at no charge, other than notice, to affected property owners. The next hearing is either the first or the third Tuesday in May depending upon agenda availability. The procedure is referred to as a Type III Zoning Map Amendment and the form is available on the Planning Division Web Site under the Applications and Fees tab.
- The City has proposed to resolve a set of plan-zone conflicts through adoption of the Springfield 2030 Refinement Plan. Others will be resolved through subsequent plan amendments processes and/or by property-owner initiation of a City-sponsored zoning map amendment.
- The city had intended to revise the preliminary Jasper-Natron specific area plan but another assignment - implementation of HB 3337 - postponed the work in Jasper-Natron. After staff moves the HB 3337 work through the public review and hearing process and as soon as that is completed it is our intention to contact all of the affected property owners in Jasper-Natron and reengage this group with a discussion and, hopefully, a consensus on the designation of some of this area for mixed use, nodal overlay development.
- As initial fact finders, the cities' obligation is to make determinations based upon a preponderance of the evidence under the governing statutes. DLCD and LCDC have a different role. Under the statutes and rules that define their roles, DLCD and LCDC cannot accept a city's determination that an alternative measure, efficiency measure, mixed-use zone, will in fact provide the amount of employment assumed in the EOA unless that determination is based upon substantial evidence.
- The alternative transportation measures (nodal development) don't meet those standards just because they have been imposed, any more than quantitative assumptions about the capacity of constrained lands, developed lands, exception lands, or about the likely effectiveness of efficiency measures and alternative measures.
- The TransPlan alternative measures were not imposed because there wasn't any evidence that those measures would be successful in creating more employment capacity. In fact, they were not even imposed based on evidence that they would be successful in reducing VMT per capita. They were imposed as a substitute for such evidence.
- At that time, the TPR required MPOs to prove that their transportation plans would result in a 5% reduction in VMT per capita during the plan period. The primitive VMT-forecasting modeling available at the time was unable to forecast that reduction, even though it has already been exceeded, well before the expiration of the plan period. Because the transportation modeling was faulty, all of the MPOs, including Portland Metro, were forced to adopt alternative measures.
- The TPR continues to retain VMT reduction as a "safe harbor," and a return to the safe harbor approach seems to be a logical course to be considered since those alternative measures that are not within the control of the local governments seem to be both unworkable and unnecessary. OAR 660-0012-0035(6) provides as follows:
- *(6) A metropolitan area may also accomplish compliance with requirements of subsection (3)(e), sections (4) and (5) by demonstrating to the commission that adopted plans and measures are likely to achieve a five percent reduction in VMT per capita over the 20-year planning period. The commission shall consider and act on metropolitan area requests under this section by order. A metropolitan area that receives approval under this section shall adopt interim benchmarks for VMT reduction and shall evaluate progress in achieving VMT reduction at each update of the regional transportation system plan.*

- See Exhibit A: Implementation of Nodal Development in Springfield for a summary of Springfield's actions to date to implement nodal development.

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**RECOMMENDED ACTION:**

Because the City is acting under a statutory requirement to establish a separate UGB; and because the CIBL study work products are necessary components of Springfield's UGB determination; and because the CIBL provides data, analysis and objectives that inform other concurrent City planning studies the Council's options are:

1. The Council may act on the Planning Commission recommendation and adopt a resolution that accepts as complete the baseline inventory, analysis and determination as set forth in the CIBL. The locally adopted CIBL will guide concurrent planning studies and future land use actions in Springfield, including but not limited to Glenwood Refinement Plan Amendments, and adoption of a Downtown District Plan; AND will be included in a future Metro Plan amendment - the Springfield 2030 Refinement Plan, to be jointly adopted by Springfield and Lane County;
  
  2. Adopt the resolution with instructions that staff should undertake specific additional analysis or data collection, as identified and developed during the record of these proceedings, prior to the inclusion of the CIBL in future land use actions.
-

**PAULY Linda**

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**From:** MOTT Gregory  
**Sent:** Wednesday, December 30, 2009 3:17 PM  
**To:** PAULY Linda  
**Subject:** FW: AltPerImp  
**Attachments:** AltPerImp.doc

Here's the message in its entirety.

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**From:** MOTT Gregory  
**Sent:** Saturday, November 07, 2009 5:11 AM  
**To:** GRIMALDI Gino  
**Cc:** GRILE Bill  
**Subject:** AltPerImp

Gino,

The attachment lists the actions and activities the Council has completed to date in support of nodal development becoming a reality in Springfield.

Commissioner Handy,

I've attached a list of the various actions the Springfield City Council has undertaken and completed as we move towards effective and successful implementation of nodal development in our community. I hope the significance present in these actions tempers your impression of our commitment to this goal. I know I don't have to tell you that governments' reach can often exceed its grasp, particularly when our intentions are not matched by our partners in the private sector. In any case, we shall persevere regardless of the fits and starts nature of the market place because we are certain that the time will come when redevelopment in the manner of compact, transit oriented mixed use will become the norm rather than the exception.

Sincerely,

Gino Grimaldi  
City Manager, City of Springfield

**Date Received:** 12-30-09  
**Planner:** LP

## Work to Implement Alternative Performance Measures

### Nodal Development and support of alternative modes

**2/15/01** – Council adopts new bicycle standards for development in Springfield. The text for this amendment includes the following:

“Bicycle parking is required for most land use categories to encourage the use of bicycles by providing safe and convenient places to park bicycles. The required number of spaces is lower for uses that do not tend to attract bicycle riders and higher for those that do. Additionally, some bicycle policy is required on the basis of specifically encouraging employee, student or customer related bicycle use.”

**7/15/02** - Council adds .75 miles of bike path along 42<sup>nd</sup> street to provide commuter connection from Main Street to Marcola Road; this missing link is a high priority bike route on TransPlan.

**5/6/02** – Council adopts a resolution recognizing 6 sites in Springfield for consideration for Nodal development protection. Those sites include:

Gateway-Beltline (194.9 acres); Glenwood (66 acres); Downtown (130.7 acres); Mohawk (149.8 acres) Natron North (149 acres); and Natron South (75.6 acres) for a total of 766 acres.

**6/3/02** – Council adopts Article 40 Mixed Use Zoning Districts & Article 41 Nodal Development Overlay District

The express purpose of Article 40 is to expand housing opportunities; allow businesses to locate in a variety of settings; provide options for living, working and shopping environments; facilitate more intensive use of land while minimizing potentially adverse impacts; and to provide options for pedestrian-oriented lifestyles.

The express purpose of Article 41 is to work in conjunction with underlying zoning districts to implement transportation related land use policies found in TransPlan and in the Metro Plan. The district also supports pedestrian-friendly, mixed use development as outlined in the State Transportation Planning Rule.

**11/18/02** – Council amends Booth-Kelly Mixed Use District to allow transit stations and to eliminate 200 foot setbacks from residential uses; this action was taken to support agreement with LTD to locate the Downtown bus rapid transit station (EmX) at Pioneer Parkway and South ‘A’ Streets to establish the eastern terminus of the first leg of EmX.

**Summer 03** – City Council and LTD Board agree that second leg of EmX will be a loop down Pioneer Parkway -Martin Luther King Boulevard, through RiverBend, McKenzie-Gateway Campus, and Gateway Boulevard commercial district and back Downtown to support employment centers and planned new mixed use node at RiverBend.

**12/8/03** – Council authorizes issuance of RFI for Glenwood River Front Development to help develop strategy to support the designation of this site for mixed use, nodal development.

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**Summer 04** – Council weighs recommendation from RFI to form urban renewal district to support Glenwood River Front Mixed Use planning and redevelopment efforts; directs staff to prepare for November election.

**November, 2004** – Special election approves formation of the Glenwood Urban Renewal District. The City placed this measure on the ballot in response to a Request for Information that revealed that redevelopment of the Glenwood Riverfront Mixed Use site would require substantial public investment.

**1/10/05** – Council adopts Gateway Refinement Plan amendments requiring entire 185 acre PeaceHealth RiverBend site to be approved through Master Plan approval process:

“Allow rezoning of land within the McKenzie-Gateway MDR site to Mixed Use Commercial (MUC) on land designated commercial. Additional application of MUC or other zoning districts may be considered outside this area during or after any Nodal Development Overlay designation of any portion of this McKenzie-Gateway MDR site.”

**April, 2005** – City Council approves RiverBend Master Plan. The Plan includes the entire 185 acre site and was reviewed and approved using Nodal Overlay standards even though the site had not yet been designated as such. This mixed use development includes 99 acres of medical uses, including the hospital; 12 acres of mixed-use, transit-oriented neighborhood commercial; and 55 acres of medium density residential use in support of the 3,000+ jobs expected at full build-out.

**7/18/05** – Council adopts ordinance redesignated **47.5 acres** in Glenwood with Mixed-Use, Nodal Overlay. The City applied for and received a TGM Grant to hire consultants to assist with the planning for this critical piece of Willamette River frontage adjacent to Downtown Springfield. A separate River Front Development Plan was prepared and adopted enabling prospective developers and investors with an opportunity to receive immediate development approval with a proposal consistent with the Plan. The new Refinement Plan text includes the following:

“This subarea contains approximately 47 acres, a significant portion of which is vacant or underutilized property, especially along the riverfront. This is the last vacant/ under-developed land along the Willamette River in the Eugene-Springfield Metro Area, and is central to the entrances to Springfield and Eugene. The opportunity to create a special place on this site is enhanced by the amount of vacant land with river frontage, the potential for consolidation of parcels under a few ownerships, the recent installation of sanitary sewer in Franklin Blvd., and the creation of the Glenwood Urban Renewal District. This is considered an area that could provide an opportunity for new development. The opportunities for a signature development are enhanced by the Riverfront Plan, the Urban Renewal District, and future transportation improvements to Franklin Blvd. This development could include any mixture of office developments, retail commercial uses, quality residential development, and public plazas and space for public riverfront parkland that would promote public enjoyment of and access to the river.

In recognition of the mixed development pattern of the area, the River Opportunity Area is designated Mixed Use (MU) in the Metropolitan Plan. This area is identified as a Node in TransPlan because of its

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location between the downtowns of Springfield and Eugene, along the first phase of LTD's Bus Rapid Transit system. Because of Subarea 8's identification for Nodal Development, the Nodal Development Overlay (/ND) applies to all property within Subarea 8.

Under the MU/ ND Plan Designation, within Subarea 8, the following zoning districts are permitted:

Medium and High Density Residential (MDR and HDR), Community Commercial (CC), Mixed Use Residential (MUR), Mixed Use Commercial (MUC), Mixed Use Employment (MUE), and Public Land and Open Space (PLO).

These zoning districts are designed to work together to result in development that is an attractive place to live, work, shop, and recreate, with less reliance on the automobile than is found elsewhere in the community. In addition to these zoning districts, the Nodal Development (ND), Willamette Greenway (WG) and Floodplain (FP) Overlay Districts also apply in Subarea 8."

**11/7/05** – Council adopts an ordinance redesignating **75 acres** in the Downtown with the Mixed-Use, Nodal Overlay. This action supplemented the Station Area Specific Plan that had been completed in July 2001 allowing development of the LTD Springfield Station for bus rapid transit (EmX). The Goals of the Downtown Refinement Plan include the following:

"The goals are deliberately achievable and intended to recognize the value of enduring public-private partnerships.

Create a Pedestrian and Transit Friendly Downtown. Develop a setting that is conducive to walking, bicycling and transit...

Alive after Five. Encourage evening activity in the downtown with dining, cultural and entertainment opportunities for all ages. Increase housing development in the downtown to generate the 18 to 24-hour city.

Revitalize the Downtown with new uses. Create new opportunities for office, commercial, residential, civic, and mixed uses. Encourage high-density uses that are transit-oriented and located within a short walk from Springfield Station.

Create Civic Gathering Places. Create great public spaces, both large and small. Consider creation of a town square."

**11/7/05** – Council adopts ordinance redesignating **51 acres** in the Mohawk District with the Mixed-Use, Nodal Overlay. The Executive Summary of the Findings adopted by the Springfield Planning Commission and Springfield City Council contains the following explanation:

"There is no adopted refinement plan for the Mohawk area. In the mid-1990s a citizen's advisory committee was established to study the Mohawk area. This study culminated with the Mohawk Boulevard Specific Development Plan prepared for the City by SRI/SHAPIRO/AGCO, Inc. in January 1999. The Plan divided the Mohawk area into subareas (the Central Mohawk and the South Subareas now comprise the Mohawk Nodal Development Area boundary). The Plan discussed mixed use development patterns and pedestrian friendly planning concepts that are now addressed both in the Springfield Development Code (SDC) Article 40 Mixed Use Districts

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and the Metro Plan Nodal Development Area land use designation. The Mohawk Boulevard Specific Development Plan was never adopted. However, two Plan recommendations were pursued and completed: 1) amendment of the Metro Plan to establish a land use designation which allows mixed use zoning (adoption of the Nodal Development Area Metro Plan designation (2001); and amendment of the SDC to adopt Article 40 Mixed Use Districts to allow for a mixture of residential and commercial uses(2002)."

The Final Order and Recommendation of the Springfield Planning Commission redesignating Mohawk Nodal Overlay included the following statement of purpose:

"The purpose of the Springfield Zoning Map amendment is to change the current Mohawk area zoning from Low Density Residential, Medium Density Residential, High Density Residential, Major Retail Commercial and Community Commercial to Mixed Use Commercial and Mixed Use Residential in order to implement the Nodal Development Area Metro Plan land use designation."

**2/6/06** – Council adopts an ordinance revising Article 40 Mixed Use Zoning Districts and Article 41 Nodal Development Overlay based on recommendations from ECONorthwest. The consultant was hired to assess the efficacy of these zoning provisions to the success of nodal development. A set of amendments was adopted to "make corrections that would make the city's mixed-use policies more viable" and; "address policies in Article 40 and 41 that were found to be counterproductive to the implementation of mixed-use development."

Some of the changes made in this action include allowing maximum building height to be increase from 35 feet to 60 feet; increasing the maximum building footprint for grocery stores from 50,000 square feet to 70,000 square feet; expands allowable sites for mixed use development to include areas within "adopted refinements plans, specific area plans and specific development plan diagrams" that show mixed use areas and includes areas on the Metro Plan shown as commercial corridors with transit service; and removes residential density cap for structures with ground-floor commercial.

**7/17/06** – Council adopts an ordinance designating **5.3 acres** at 30<sup>th</sup> and Main Street as a mixed use node to allow light industrial and commercial employment center to support 33 acre medium residential development adjoining.

**6/18/07** – Council adopts an ordinance redesignating a **45 acre** site at 28<sup>th</sup> and Marcola Road to Mixed Use Node (commercial and residential). Council includes Master Plan approval process as part of this action.

**November, 2007** – Special election approves formation of the Downtown Urban Renewal District. The City placed this measure on the ballot to help underwrite the redevelopment of the Downtown Mixed Use Node.

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**12/20/07** – Springfield Planning Commission approves Master Plan for Marcola Meadows Mixed-Use Node. The approval includes a neighborhood commercial node and 500+ dwelling units including single family detached (small lot); single family attached (ownership); and multi-family residential.

**6/4/09** – Council adopts an ordinance redesignating **185 acre** site (RiverBend) to mixed use nodal development. The initial action includes 168 acres within the city limits; the remaining 17 acres will receive this designation upon annexation and development consistent with the approved master plan for this site.

#### Bicycle and Bicycle/Ped Path Development in Support of Alternative Modes

Since adoption of TransPlan in 2001 the City of Springfield has completed the following bicycle path projects:

Centennial Boulevard, 28<sup>th</sup> to I-5 – **3 miles**

14<sup>th</sup> and Mohawk, South 'A' to Marcola Road – **1.5 miles**

Main Street, 10<sup>th</sup> to 72<sup>nd</sup> – **6 miles**

South 42<sup>nd</sup>, Main to Jasper Road - **.8 miles**

The following Bike/Ped Facilities were constructed or reconstructed:

Rosa Parks, Main to Harlow – **1.8 miles**

EWEB Path 31<sup>st</sup> to Pioneer Parkway – **2.2 miles**

#### Funding to support Nodal Development

Glenwood – Council approves 09 Budget expenditure of **\$450,000** for refinement plan update, including professional urban design assistance for riverfront redevelopment.

Downtown – Council approves 09 Budget expenditure of **\$320,000** for professional urban design assistance and parking plan for redevelopment of Downtown.

Downtown Community Development Block Grant Funding (1999-2009)

Emerald Empire Arts Center – \$291,533 (5.5 FTE –est.)

Richard E. Wildish Community Theater - \$890,936 (1.5 FTE)

Downtown, Pedestrian - level Street Lighting Improvements - \$10,000

Downtown Streetscape Enhancements - \$8,200

Royal Building (high density, low income housing project) - \$1,060,651 (4 FTE)

Wynant's Family Health Foods (local business relocation) - \$90,000 (4 FTE)

'A' Street ADA ramps - \$53,000

Gateways/A3 Parking Lot - \$63,000

NEDCO Facility Acquisition - \$775,000 (5 FTE)

**Grand Total – \$3,242,320**

Residential Development in Designated Nodes

Royal Building – Downtown Node: 32 units @ net density of 167 units per acre.

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Planner: LP

**RECOMMENDATION TO THE CITY COUNCIL**

**BEFORE THE PLANNING COMMISSION  
OF THE  
CITY OF SPRINGFIELD**

REQUEST TO ADOPT THE SPRINGFIELD ] RECOMMENDATION TO  
COMMERCIAL LANDS, ECONOMIC ] THE CITY COUNCIL  
OPPORTUNITIS ANALYSIS AND ]  
Case Number LRP 2007-00031

**NATURE OF THE APPLICATION**

1. The City of Springfield has commissioned a Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis 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.
2. In 2007 the Oregon Legislature passed House Bill 3337 which mandates the City of Springfield to complete the 20 year buildable residential land inventory analysis and determination on or before January 1, 2010. The city chose to conduct the Commercial and Industrial Lands Study concurrently. The initial stage does not include adoption or amendment of an urban growth boundary or amendment to any comprehensive plan policies or designations.
3. Local adoption of the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis is an interim step towards establishing Springfield's own urban growth boundary pursuant to statewide land use goals.
4. 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.
5. Timely and sufficient notice of the public hearing, pursuant to Springfield Development Code Section 5.2-115, has been provided.
6. 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.
7. 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 Development Services Department staff report, the oral testimony, letters received, written submittals of the persons testifying at the hearing, and

Date Received: 12-16-09  
Planner: LP Page 1 of 1

the public record for file # LRP2007-00031 have been considered and hereby are incorporated into the record for this proceeding.

**CONCLUSION**

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. This general finding is supported by the specific findings of fact and conclusions in the attached Staff Report and Findings.

**RECOMMENDATION**

The Planning Commission, at its December 15, 2009 meeting, hereby recommends that the City Council approve the determination set forth in the Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis, as presented herein at Case No. LRP2007-00031.

  
\_\_\_\_\_  
Planning Commission Chairperson

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

Date Received: 12-16-09  
Planner: LP

City of Springfield  
Regular Meeting

**MINUTES OF THE REGULAR MEETING OF  
THE SPRINGFIELD PLANNING COMMISSION**  
Tuesday, December 15, 2009

The City of Springfield Planning Commission met in regular session in the Council Meeting Room, 225 Fifth Street, Springfield, Oregon on Tuesday, December 15, 2009, at 7:00 p.m., with Frank Cross as Springfield Planning Commission Chair.

**ATTENDANCE**

Present were Chair Frank Cross, Vice Chair Johnny Kirschenmann and Planning Commissioners Lee Beyer, Sheri Moore, Eric Smith, Sean VanGordon, and Steve Moe. Also present were Development Service Director Bill Grile, Planning Manager Greg Mott, Planning Supervisor Linda Pauly, Administrative Specialist Brenda Jones, City Attorney Joe Leahy, and Assistant City Attorney Mary Bridgette Smith.

**ABSENT**

- None

**PLEDGE OF ALLEGIANCE**

- The Pledge of Allegiance was led by Chair Frank Cross.

**LEGISLATIVE PUBLIC HEARING**

- Springfield Commercial and Industrial Buildable Lands Study – LRP2007-00031  
The City of Springfield proposed to adopt the draft Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and the Economic Development Objectives and Implementation Strategies as part of Springfield 2030 Refinement Plan pursuant to LCDC's Economic Development goal and rule in order to carry out mandate of 2007 Oregon Laws Chapter 650 requiring Springfield to separately establish its own urban growth boundary pursuant to statewide land use goals. Applicable criteria include 2007 Oregon 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.

The CIBL 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 Objectives and Implementation Strategies updates and builds from previous economic development planning work by the City and will be used to guide development of land use policies to implement the City's economic development vision. Previous land studies were conducted jointly with Springfield's Metro Plan partners. Adoption of Springfield-specific economic development policies and implementation actions – through adoption of the Springfield 2030 Refinement Plan – will allow the City to clearly articulate its desired economic future and its preferred land use strategies to attain that vision.

The Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis provides 1) an employment forecast for Springfield; 2) identification of target industries; 3) a comparison of land capacity and demand; and 4) characteristics of needed sites to determine the sufficiency of sites available for economic land uses. OAR 660-009 requires cities to maintain an inventory of land to provide for at least a 20-year supply of commercial and industrial sites consistent with local community development objectives. The analysis seeks to answer the questions:

- Which industries are most likely to be attracted to the Eugene-Springfield area?
- Which industries best meet Springfield's economic objectives?
- Which types of sites will be required by these industries?
- Does the City's inventory provide land for needed sites?

Demand for commercial and industrial land will be driven by the expansion and relocation of existing businesses and new businesses locating in Springfield. Employment is forecast to grow by 13,440 employees (a 32% increase) by 2030. The CIBL study provides technical analysis to determine the types of sites and the amount of land that would be required to provide for this future employment growth, based on the inventory of land available under existing Metro Plan designations and policies. OAR 660-009-0015(2) requires the City to identify the number and types of sites reasonably expected to be needed over the planning period. Types of needed sites are based on the site characteristics typical of expected uses.

The key conclusions in the analysis of land availability and capacity for employment uses in Springfield are:

- The majority of employment growth in Springfield will not require vacant land. 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 City assumes that 52% of new employment would not require vacant land. 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. This portion of employment addresses the OAR 660-024-0050 requirements that the City consider "land use efficiency measures" prior to expanding the UGB. Policies in the Springfield 2030 Refinement Plan will articulate the City's strategies to achieve this level of infill and redevelopment.
- Springfield will need employment land with characteristics that cannot be found within the existing UGB. The employment land needs that may not be met within the UGB are for sites five acres and larger. The Economic Opportunities Analysis identifies six needed industrial sites on 450 acres and eleven needed commercial and mixed-use sites on about 190 acres to meet the city's economic development objectives over the plan period - a total of 17 sites with approximately 640 acres of industrial and other employment land on sites five acres and larger that cannot be accommodated within the existing UGB. Springfield's inventory lacks employment sites of sufficient size, location and configuration to provide an adequate competitive supply of suitable land to respond to economic development opportunities as they arise. Sites suitable for commercial and industrial land uses (flat sites, frontage on arterials, access to rail and freeways, separation from residential uses, etc.) are already

developed and/or designated for these uses. 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. There are relatively few large sites (20 acres or larger) available near I-5 available for development in the Southern Willamette Valley and in fact no sites with these characteristics in the Eugene-Springfield area.

The City has no basis for assuming that redesignation of non-employment lands will provide the needed larger sites. Lands designated to accommodate the city's other land use categories are needed for those planned uses. The City has no basis for assuming that all of the projected 13,000 new jobs can be located via redevelopment or that the need for large employment sites can be accommodated through assembly of small land parcels. Such assumptions would not take into account existing life cycle value of buildings, on-site compatibility of new uses with existing uses or the ability of all affected parties to be able to satisfy site needs at these locations. Springfield will need to add land to its Urban Growth Boundary to accommodate forecast employment growth and provide larger sites for target industry employers if the City is to meet local community development objectives.

Adoption of the study will establish a clear economic development direction that identifies the city's strengths and opportunities, and its position in the broader Southern Willamette Valley region. Adoption of the study 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.

Planning Supervisor Linda Pauly provided the staff report. She reported the purpose of the hearing was to accept testimony on the draft work products of the Commercial and Industrial and Buildable Lands (CIBL) Study. They included the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and the Economic Development Objectives and Implementation Strategies. The products were prepared by the City's consultant ECONorthwest and staff in collaboration with the CIBL Stakeholder Advisory Committee and the CIBL Technical Advisory Committee. The Planning Commission and City Council had reviewed and refined the work in progress. The study was informed by the results of an online Community Development Survey, two community visioning workshops, and interviews with stakeholders and staff representing affected agencies such as Oregon Department of Transportation and Department of Land Conservation and Development. The survey results and draft work products of the study were available for viewing at public open houses. Drafts of all interim work products and documentation of the CIBL Stakeholder Committee process were posted on the Planning Division web page throughout the project. A summary of the stakeholder process was included in the packet as Attachment 3. The public record was available at the hearing.

Ms. Pauly reviewed the scope of the notice for the hearing.

Ms. Pauly noted the applicable criteria. She emphasized that Springfield's response to the deficiencies identified in the study were not the subject of the hearing, nor were possible amendments to the Urban Growth Boundary (UGB). She stated that the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis and the Economic Development Objectives and Implementation Strategies would eventually be incorporated into a future action to amend the Metro Plan – the Springfield 2030 Refinement Plan. The joint planning



commissions of Springfield and Lane County would conduct public hearings on the UGB alternatives analysis and Springfield 2030 Refinement Plan in early 2010.

Ms. Pauly entered into the record a Letter sent to Springfield via email from Sid Friedman, 1000 Friends of Oregon dated December 15, 2009, and noted that copies were provided to the commission.

#### **TESTIMONY FROM THE AUDIENCE:**

- **Rick Satre** – 1326 Wimbledon Place, Springfield, a planning consultant and resident, commended the good work that had been done. He was neutral in respect to the materials before the commission, but wanted the commission to consider market place and choice as it proceeded. If the City was attempting to predict employment demand, which was then translated into land need, Mr. Satre believed it needed to be careful not to be overly specific about the demand projection. He said a healthy economy needed choice and too much specification might drive a potential business to locate elsewhere in the metropolitan area. He recommended the City avoid having a minimum amount or too tight of a number for land need. Mr. Satre believed it was acceptable for Springfield to consider a range of employment objections and suggested that staff communicate with Portland Metro, which was considering a range approach.
- **Dan Egan** – 850 North 6<sup>th</sup> Street, Springfield, Director of the Springfield Chamber of Commerce, noted he was also a member of the CIBL stakeholders committee. He emphasized the importance of the project to the future of Springfield. He asked the commission to adopt the findings and forward a recommendation of approval to the City Council. He was concerned that the 20-year population projection was too low and noted his advocacy for larger parcels of land to be made available. He said that currently, Springfield was not able to respond to companies that needed large sites. Mr. Egan noted the growth that occurred in the Gateway Center and suggested that the growth that occurred in the next 20 years should somewhat resemble the growth of the last 20 years. He thought that Springfield was a better city for having PeaceHealth, Symantec, Pacific Source, and Royal Caribbean, and said none would be here without the availability of land. He did not think that such future growth would be accommodated somewhere along Main Street. Mr. Egan agreed that the market would dictate how the community looked in the next 20 years. He said if Springfield provided the market with a place to act, it would do what it did best, which was to maximize the acreage that it had for jobs.
- **Teresa Bishow** – 2911 Tennyson Avenue, Suite 400, Eugene, represented Arlie and Company. She noted Arlie's focus on sustainable business and green business projects. She noted the company's ownership of a parcel on the east side of Bob Straub Parkway immediately south of the city limits. That investment decision was based on the 1999 Jasper-Natron Plan and the support of City staff, who believed it was suitable for a mixed use project. The site was within the UGB and was currently planned for low-density residential use; however, it was zoned industrial. She was unsure the City had examined lots that were designated for commercial and industrial use but constrained by zoning regulations. The buildable lands inventory examined physical constraints but she did not believe it was sufficiently thorough in regard to plan-zone conflicts. As an example, she cited the Child Center on Marcola Road, which was designated heavy industrial but zoned public land and open space. The inventory included the vacant portion of the campus as available to meet future growth, but industrial uses were not permitted under the zoning, and industrial uses would be incompatible with a child care center. Ms. Bishow asked the City to examine the scope of the problem as it moved forward and to design a strategy that corrected the plan-zone conflicts. She also asked the commission to examine the Jasper-Natron

Plan and determine how the project could help implement the vision for the area, which was a significant future growth area for Springfield. She asked the commission to focus on the vision rather than the numbers and concurred with Mr. Satre the State law allowed the City to look beyond specific numbers and to develop strategies designed to foster particular outcomes. She provided some information about her company's property to the commission.

Ms. Pauly reported that staff had done extensive work to reconcile existing plan-zone conflicts and to determine which plan-zone conflicts could be resolved through this planning process. She acknowledged that not all were included but staff would be addressing all of them in the future.

- **Michael Farthing** – PO Box 10126, Eugene, also commended the planning effort. He agreed with Mr. Egan that the population projections were too low and recommended that issue be reexamined. He also supported the remarks of Mr. Egan, Mr. Satre, and Ms. Bishow. He represented Gordon Webb, owner of 500-600 acres in the Jasper-Natron area, and about half was included in the UGB and half was outside the UGB. He asked how the Jasper-Natron Plan was being incorporated into the planning project.

In response, Ms. Pauly indicated the Jasper-Natron Plan had been put on hold while the inventory was being conducted. The City did not want to redesignate land in Jasper-Natron based on the ten-year old draft plan until the inventory was completed to determine what the City's needs were today. Since the inventory was completed, she anticipated the City would examine that plan for potential changes. Mr. Webb's property included land inside and outside the UGB, while the Arlie property was immediately adjacent to the city limits and inside the UGB.

Ms. Bishow expressed concern that the Arlie property would not be examined during the alternatives growth analysis because the property was outside the city limits. She urged the commission to consider uses inside the UGB as well as the city limits as the industrial designation on her company's property precluded the mixed use development it hoped to construct.

## **CLOSE OF PUBLIC HEARING**

Chair Cross closed the public hearing and acknowledged the receipt of the communications from 1000 Friends and Ms. Bishow.

## **QUESTIONS FROM THE COMMISSION**

Commissioner Beyer noted the many hours he and Commissioner Kirschenmann put into the project before the commission. He reminded the commission that the project must be adopted by both Springfield and Lane County and acknowledged by the State, and for that reason it contained many compromises. He agreed that the population projections were inadequate and reminded the commission that under State law, once the City finished the process, it had the ability to update the plan. He spoke to the concerns expressed by 1000 Friends and suggested that in reality, when large companies who provided lots of jobs sought sites they did not have a choice between a site in Glenwood or downtown Springfield versus a site outside the UGB; their sites were not limited to Eugene-Springfield but included other communities in the northwest, and they were happy to go where they could find land to meet their needs. He did not think the City wanted to be in the position of denying its citizens those employment opportunities. Mr. Beyer recalled the development of the initial Metro Plan, which resulted in the identification of eight special light industrial sites that eventually developed in spite of the fact some had environmental constraints. At that time, those sites were beyond what the trend analysis showed what the community needed to have, but the community had argued it was choosing to pursue different types of

development, which justified the sites. Although the planners had been wrong about some of the assumptions, overall those sites had served the community well and provided thousands of jobs.

Commissioner Beyer recalled his work on economic development in the community and the fact that there were few large 20-acre sites to show companies, and consequently those businesses chose to go elsewhere. He believed that some large parcels needed to be added to the inventory to take advantage of such opportunities.

Speaking to small business expansion, Commissioner Beyer questioned the projection that 52 percent of jobs would be filled in existing businesses on existing land. He suggested that the number was too small. However, he thought that by and large, the numbers were fair, and would give the community room to grow. He pointed out that if the City designated more acres than it needed, they would simply not be developed.

Commissioner Kirschenmann said that being on the CIBL committee was a big eye opener for him and he had learned a great deal. He agreed with Commissioner Beyer and said he was a proponent of more, larger parcels. He was also concerned about the population projections. He believed that the City was doing a good job with redevelopment and acknowledged it took more time. He thanked staff for its support.

#### **MOTION**

Commissioner Kirschenmann, seconded by Commissioner Beyer, moved that the Planning Commission recommend that the City Council approve the determination set forth in the Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis as presented herein, Case LRP2007-00031. The motion passed, 7:0:0.

Responding to a question from Commissioner Cross regarding the status of the Jasper-Natron Plan, Mr. Grile indicated the draft plan had never proceeded to adoption and implementation. He said the 2030 Refinement Plan would be the controlling document that would guide the implementation of other plans, such as the Jasper-Natron Plan and the existing plan-zone conflicts. Ms. Pauly indicated that staff had looked at the impact of plan implementation on the buildable lands inventory and determined it would not have much of an impact on how much land was available for anticipated needs. What would be different was the location of various uses. Mr. Grile indicated that if a property owner wished to submit a land use application to redesignate and rezone property, the City would process it like any other application and bring it to the commission; however, he could not recommend that the commission move that property or any other property legislatively.

#### **BUSINESS FROM THE AUDIENCE**

- None

#### **BUSINESS FROM THE DEVELOPMENT SERVICES DIRECTOR**

- None

#### **REPORT OF COUNCIL ACTION**

- None.

#### **BUSINESS FROM THE COMMISSION**

- Responding to a question from Commissioner Moe about the land development charges assessed to Hyland questions, Mr. Grile acknowledged that the City's fees were very high and were designed to recover 80 percent of costs. Many factors went into the fees, including the amount of impervious surface, and that pushed Hyland's fees to six figures. The council had a work session on the item and directed staff to hire a consultant to review the fees and return with some recommendations. Staff was in the process of developing a Request for Proposals. He indicated staff would provide the Agenda Item Summary for the work session to the commission.

## **ADJOURNMENT**

- The meeting was adjourned at 6:30 p.m.

Minutes recorded by Brenda Jones

RESOLUTION NO. \_\_\_\_\_

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 DEVELOPMENT 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.

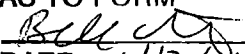
**NOW THEREFORE BE IT RESOLVED**, that the Common Council of the City of Springfield hereby declares its intention as follows:

**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 \_\_\_\_<sup>th</sup> day of \_\_\_\_\_, 2010.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
ATTEST:

**REVIEWED & APPROVED**  
AS TO FORM  
  
DATE: 1/12/10  
OFFICE OF CITY ATTORNEY

Section A-524





534 SW Third Avenue, Suite 300 • Portland, OR 97204 • (503) 497-1000 • fax (503) 223-0073 • www.friends.org  
 Southern Oregon Office • PO Box 2442 • Grants Pass, OR 97528 • (541) 474-1155 • fax (541) 474-9389  
 Willamette Valley Office • 189 Liberty Street NE, Suite 307A • Salem, OR 97301 • (503) 371-7261 • fax (503) 371-7596  
 Central Oregon Office • PO Box 242 • Bend, OR 97709 • (541) 382-7557 • fax (541) 317-9129

December 15, 2009

Springfield Planning Commission  
 Frank Cross, Chair  
 Linda Pauly, Planning Supervisor  
 City of Springfield  
 225 Fifth Street  
 Springfield, OR 97477

Dear Commissioners and Staff:

Thank you for the opportunity to comment on the Draft *Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis* dated September 2009. 1000 Friends of Oregon is a nonprofit, charitable organization dedicated to working with Oregonians to enhance our quality of life by building livable urban and rural communities, protecting family farms and forests, and conserving natural and scenic areas.

1000 Friends of Oregon supports your efforts to plan for Springfield's future and we maintain a keen interest in the outcome of these efforts.

We have reviewed both the current Draft *Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (EOA)* and the prior draft *EOA* dated November 2008. We have the following preliminary comments and hope to offer more comprehensive comments as the hearings process moves forward.

The text of the *EOA* outlines laudable goals, including increased employment opportunities within Springfield, redevelopment within existing areas of the city, and minimizing intrusion into valuable farm and forest land. Nonetheless, the analysis is based in part on several questionable assumptions that seem to work against these laudable goals in ways that could lead to unnecessary over-expansion of the UGB and undercut efforts to support redevelopment.

In addition, the technical analysis, while extensive, contains several internal inconsistencies and does not always match the stated assumptions in the text.

A large supply of new urbanizable land for employment beyond the current urban area will undercut Springfield's efforts to revitalize and redevelop the downtown and Glenwood areas and impede potential future efforts to redevelop and revitalize other areas like East Main Street.

A more compact UGB will reduce pressure on resource and other rural lands outside the current UGB, reduce the cost of extending infrastructure beyond the edge of existing development, reduce commute times and employment-related transportation costs for Springfield residents, and better meet the greenhouse gas reduction targets set forth in HB 2186.

Date Received: 12-15-09  
 Planner: LP

"The Low Scenario assumes smaller average sites sizes and the High Scenario assumes larger site sizes, especially for sites larger than 50 acres..."<sup>3</sup>

The "Low" scenario accommodates project employment on 180 fewer acres than the "High" scenario (531 acres vs. 711 acres).

We are disappointed to see that the current draft is based on the "High" land need scenario. We question how this squares with the stated goals of encouraging redevelopment within existing areas of the city, and minimizing intrusion into valuable farm and forest land. We also question how this squares with requirements in Goal 14 to base any expansion of the urban growth boundary upon demonstrated need, since the city has developed a "Low" scenario that accommodates the need on less land.

**The Planning Commission should direct staff to return with a revised EOA based on the "Low" scenario in order to encourage redevelopment, and minimizing intrusion into farm and forest land.**

3. The City should plan to use land in the future more efficiently than it has in the past.

The EOA assumes that future development on new land will not use land any more efficiently than past development. In fact, the actual allocation of future employment to new land is far *less* efficient than past development on new land.

According to the text of the EOA:

"[T]he analysis assumes that future employment will require similar site sizes as current firms..."<sup>4</sup>

Rather than planning for a future that looks like the past, the city should instead plan for more efficient use of land in the future, consistent with Goal 14. This is especially true since Springfield plans to provide future employment land by expanding the UGB, most likely onto farmland that supports one of the County's leading industries- Agriculture.

The same amount of industrial, commercial, and office buildings can be sited on smaller amounts of vacant land and provide just as many employment opportunities. Park-like campuses are nice, but the amount of un-utilized land they contain need not be as extensive as it has been in the past.

Instead of basing future employment and needs on assumptions of *more* efficient land use, the EOA assumes *less* efficient land use for future employment on new vacant land, with significantly *fewer* employees per acre than current averages.

Overall, Springfield's UGB currently has 1,710 developed acres in employment plan designations.<sup>5</sup> Total employment in Springfield's UGB is currently 41,133.<sup>6</sup> Currently 16%

<sup>3</sup> November 2008 draft EOA, p. 58

<sup>4</sup> September 2009 draft EOA, p. 140

Date Received: 12-15-09  
Planner: LP

(b) Springfield has approximately 240 vacant acres of employment land in parcels 5 acres or smaller in size within the existing UGB.<sup>13</sup> The employment growth that will be absorbed on this vacant, buildable land is apparently unaccounted for because:

“Springfield concludes that all land needs on sites smaller than five acres would be accommodated through redevelopment.”<sup>14</sup>

Redevelopment is a laudable goal that should be pursued. But allocating employment growth to redevelopment while not allocating employment growth to vacant, buildable land strikes us as an accounting device, rather than a commitment to redevelopment that is likely to succeed. It is apparent that some significant portion of future job growth will be absorbed on these vacant 240 acres as long as they are planned and zoned for employment uses.

**The Planning Commission should direct that employment growth be allocated to these 240 acres of vacant, buildable employment lands or, alternatively, that they be evaluated for potential redesignation to some other uses.**

(c) Table 2-5 (EOA, p. 13) classifies land in employment land plan designation as Developed, Master Plan, Potentially Redevelopable, and Vacant. Table 2-5 identifies 161 acres of unconstrained buildable land in the "Master Plan" category. As near as we can tell, these 161 acres are vacant lands in the RiverBend and Marcola Meadows..

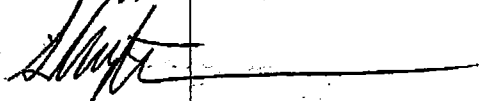
Future potential employment uses in RiverBend and Marcola Meadows are discussed on p. 55 of the EOA, including potential large site users. However, these 161 acres do not appear in subsequent tables of available land. It is not apparent that there is any allocation of future employment to this these 161 acres or that they have been included in the inventory of available sites by site size. **The EOA should better explain how the employment uses that will locate on these lands have been accounted for.**

#### 4. Conclusion

We recognize the considerable work that Springfield has undertaken in producing the Draft *Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis* and we support your efforts to proactively plan for Springfield's future. Additional work remains and it is our hope that the final product is one we can support.

We hope these comments are helpful in achieving that outcome. Please include them in the official record of these proceedings and notify us of any decisions and/or future hearings in this matter.

Sincerely,



<sup>13</sup> September 2009 draft EOA, Table 5-1, p. 57

<sup>14</sup> September 2009 draft EOA, p. 58

Date Received: 12-15-09  
Planner: LP



December 15, 2009

Springfield Planning Commission  
225 Fifth Street  
Springfield, Oregon 97477

RE: SPRINGFIELD COMMERCIAL AND INDUSTRIAL BUILDABLE LANDS STUDY

Archie & Company is a diversified family-owned development company with strong community ties. For the last five years we have focused on sustainable, green building projects that provide local jobs, housing choices, and places for people to live, work and shop with less reliance on the car.

In 2008, Archie & Company purchased a 15-acre vacant site on the east side of the Bob Straub Parkway immediately south of the City limits. Our decision to make this investment rested heavily on the 1999 Jasper Natron plan and the support of City staff for a mixed-use project on the site. The site is within the Springfield urban growth boundary and has no physical constraints. Although the site is zoned industrial, the Metro Plan designation is Low Density Residential so it was included as buildable land in the residential lands inventory.

Now is the time to correct this type of plan/zone conflict, especially for land already within the urban growth boundary. At this juncture, based on the zoning there are no permitted uses on our 15-acre site that are consistent with the plan designation.

Over the last decade the City of Springfield, ODOT, and public utilities have made significant investments in providing infrastructure to southeast Springfield. The draft buildable land studies appear to ignore this public investment by focusing future growth in Glenwood, downtown Springfield and Riverbend.

As you determine Springfield's urban growth boundary and any needed plan amendments or changes in zoning, please consider the following:

1. **Identify lots designated for commercial and industrial use that are constrained by zoning regulations.**

The Commercial and Industrial Buildable Lands Inventory considers physical constraints, such as wetlands, but does not consider conflicts between the plan designation and zoning. For example, the Metro Plan designates the Child Center on Marcola Road as Heavy Industrial, but the property is zoned Public Land & Open Space. The Commercial and Industrial Buildable Lands Inventory includes the vacant portion of the development site as available to meet future employment growth but industrial uses are not permitted due to the zoning and would be incompatible with the remainder of the Child Center campus. The City should examine the extent this problem exists within the urban growth boundary.

Date Received: 12-15-09  
Planner: LP



**2. Design a strategy to resolve plan/zone conflicts.**

The City should initiate correcting plan/zone conflicts especially where the zoning allows uses that would conflict with the future planned use of the property.

**3. Acknowledge work completed on the Jasper Natron Plan and implement proposed changes in plan designation and zoning.**

The Jasper Natron area represents the largest urban growth boundary area outside a city in Oregon. This is a significant future growth area for the community and one that should not be overlooked during the process of assessing existing and potential buildable land. Arlie & Company invested in the City of Springfield in anticipation of continued support for a new mixed-use area on the Bob Straub Parkway. The vacant 15-acre site we own was identified for a mix of commercial and high-density residential uses. As strategies are considered for ways to address deficiencies in the buildable lands inventory, the Jasper Natron Plan needs to be considered.

**4. Focusing on the vision versus numbers.**

State law enables you to go beyond a critique of the number of acres needed for any particular land use category. You have the capacity to design strategies that help you achieve the vision for Springfield's future. You can, for example, consider a range forecast instead of a set number of acres. You can choose to provide areas for new mixed use developments that will support transit, provide more housing choices, and create new jobs.

In closing, thank you for the opportunity to provide feedback. We hope to continue to invest in Springfield's future by bringing jobs, new housing, and sustainable developments of which both the City and Lane County are proud.

Sincerely,



Teresa Bishow, AICP  
Planning Director

**Attachments**

- Springfield Zoning Map - as of July 2008
- Jasper Natron Plan Excerpt
- City Staff Response to Mixed Use Zoning vs Nodal Overlay Zoning on Arlie Property - July 2008
- Options #1 and #2 Prepared by Arlie & Company for Development Issues Mtg - July 2008
- Letter dated January 25, 2008 from Linda Pauly Regarding Jasper Natron Mixed Use Proposal
- Memo dated January 18, 2008 from David Ressor Regarding Arlie Mixed Use Proposal
- Memo dated January 8, 2008 from Teresa Bishow Regarding Jasper Natron Mixed Use Proposal

Date Received: 12-15-09  
Planner: LP



# Springfield Zoning

Scale 1 inch = 1000 feet



	NC Neighborhood Commercial		BEWU Booth Kelly Mixed Use
	CC Community Commercial		LMI/CC Mixed Use LMI & CC
	MRC Major Retail Commercial		PLO Public Land & Open Space
	GO General Office		LDR Low Density Residential
	LMI Light Medium Industrial		MDR Medium Density Residential
	CI Campus Industrial		HDR High Density Residential
	BI Heavy Industrial		QM Quarry & Mine Operations
	SBI Special Heavy Industrial		Water (Representative depiction only)

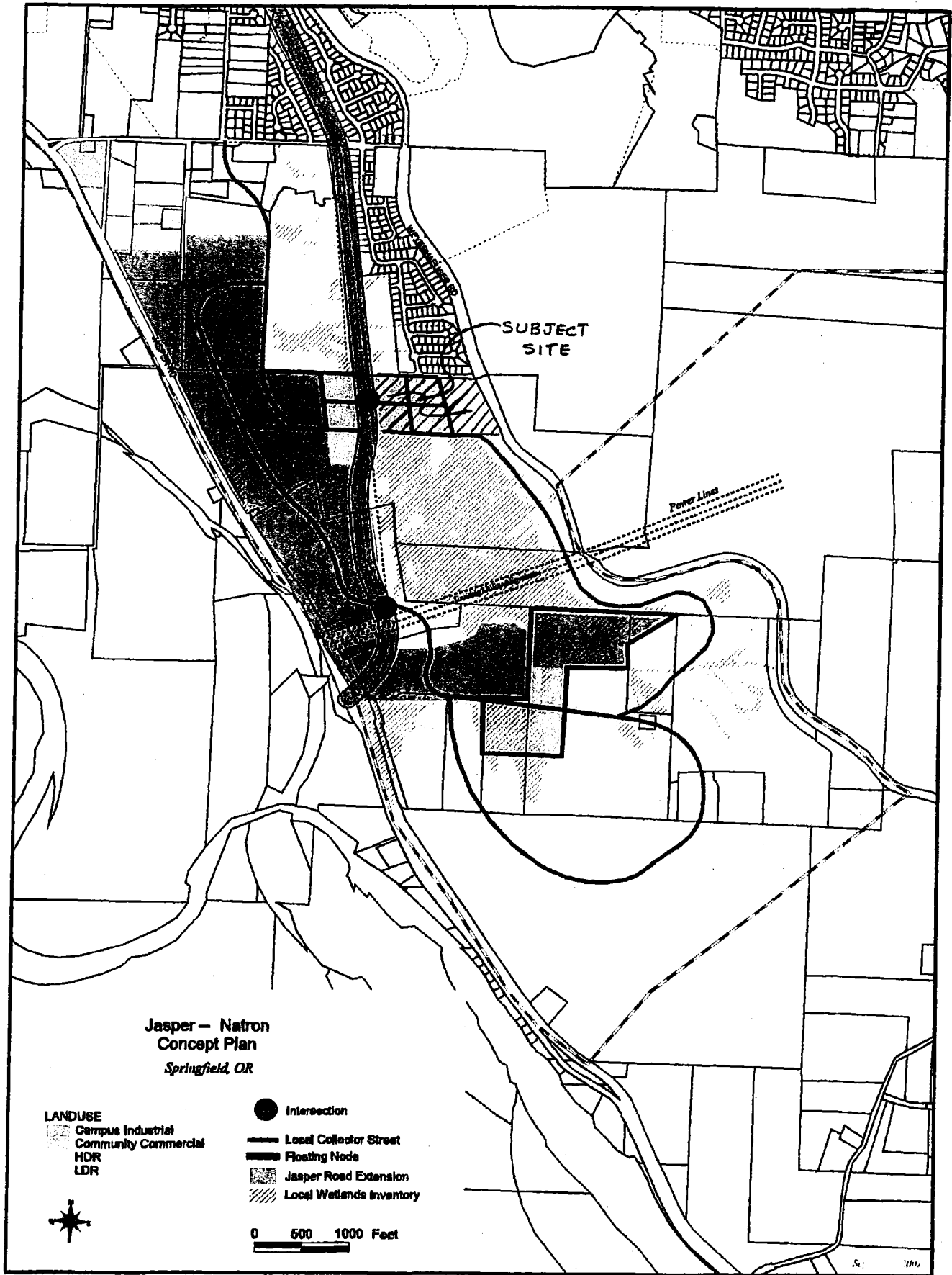
City Limits  
 Urban Growth Boundary  
 Zoning current to January 2005  
 City Limits current to February 2005

The information on this map is intended for general use only. To determine zone designations for specific parcels, please contact the City of Springfield Development Services, Planning Department.

Date Received: 12/15/09  
 Planner: LP



D



**Jasper - Natron  
Concept Plan**  
*Springfield, OR*

**LANDUSE**  
 Campus Industrial  
 Community Commercial  
 HDR  
 LDR

- Intersection
- Local Collector Street
- ▬ Floating Node
- ▨ Jasper Road Extension
- ▨ Local Wetlands Inventory

0 500 1000 Feet



Development Issues Meeting  
ZON2008-00028 Arlie & Company Plan Amendment  
July 17, 2008

**Response to "Questions and Issues #1"**

**Mixed-Use Zoning vs. Nodal Overlay Zoning**

The City of Springfield has formally implemented three node sites within its planning jurisdiction.

The Mohawk Nodal Development Area was implemented through the application of Metro Plan Nodal Development Area designation. The zoning within the node was changed from Major Retail Commercial (MRC) to Mixed-Use Commercial; and from Medium Density Residential (MDR) to Mixed-Use Residential (MUR).

The Nodal Development Area designation is described in the Metro Plan as the appropriate tool for implementing nodal development as described in TransPlan. The mixed-use commercial and mixed-use residential districts were judged to be the proper zoning to implement the Metro Plan Nodal Development

Option #2, if modified to add the Metro Plan "Nodal Development Area" designation would appear to result in the outcome that the City is looking for: a formally designated nodal plan designation with appropriate mixed use zoning standards applied with in the node.

The Nodal Development Overlay District has the effect of transforming the underlying base zone to a mixed-use zoning district. Option #2 proposes to apply Community Commercial (CC) and High Density Residential (HDR) zoning with a nodal overlay. The nodal overlay would convert the CC and HDR to MUC and MUR. In the Mohawk example, starting with the mixed-use zones achieved the same objective. As such Option #2 would probably be approved if the Nodal Metro Plan designation were added.

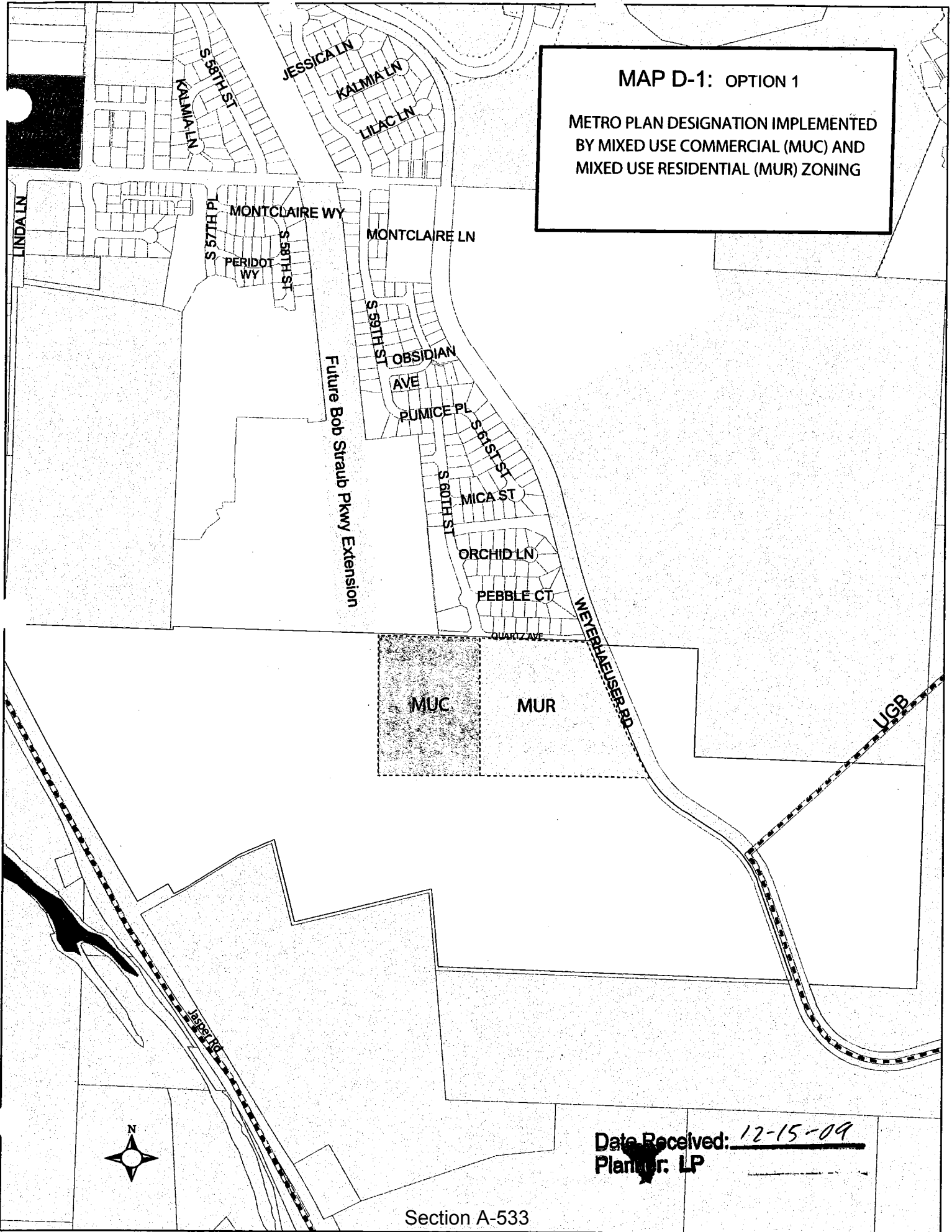
*for all: designate as on Metro Plan*

Date Received: 12-15-09  
Planner: LP



MAP D-1: OPTION 1

METRO PLAN DESIGNATION IMPLEMENTED  
BY MIXED USE COMMERCIAL (MUC) AND  
MIXED USE RESIDENTIAL (MUR) ZONING



Section A-533

Date Received: 12-15-09  
Planner: LP

**MAP D-2: OPTION 2  
METRO PLAN DESIGNATION  
IMPLEMENTED BY COMMUNITY COMMERCIAL  
AND HIGH DENSITY RESIDENTIAL ZONING AND  
THE NODAL DEVELOPMENT OVERLAY ZONE**



**ZONING**

- Community Commercial
- High Density Residential
- ▨ Nodal Overlay

# CITY OF SPRINGFIELD, OREGON

DEVELOPMENT SERVICES DEPARTMENT



225 FIFTH STREET  
SPRINGFIELD, OR 97477  
PHONE (541)726-3753  
FAX (541)726-3689  
[www.ci.springfield.or.us](http://www.ci.springfield.or.us)

January 25, 2008

Teresa Bishow, Planning Manager  
Arle & Company  
871 Country Club Road  
Eugene, Oregon 97401

RECEIVED  
JAN 29 2008

Re: Jasper Natron Mixed Use Proposal Memorandum dated January 8, 2008

Dear Teresa,

City planning staff have reviewed the memorandum cited above. Please review the attached memorandum prepared by David Reesor, dated January 18, 2008. In summary, we found that the proposal appears to be consistent with the most recent planning study for the area - the 1999 Jasper Natron Specific Development Plan, with a few minor exceptions. As we discussed at our meeting with you December 13, 2007, this plan was never formally adopted by the City. Commencement of public review and adoption proceedings is tentatively scheduled on our draft work program to occur later this year.

We look forward to working with you on this project. The attached memo provides some suggestions to assist you in the next steps.

Sincerely,

A handwritten signature in black ink, appearing to read "Linda Pauly", is written over a horizontal line.

Linda Pauly, Planning Supervisor  
Community Planning & Revitalization Division  
City of Springfield Development Services Department  
(541) 726-4608

Date Received: 12-15-09  
Planner: LP

**MEMORANDUM****CITY OF SPRINGFIELD****DATE:** January 18<sup>th</sup>, 2008**TO:** Linda Pauly, Planning Supervisor**FROM:** David Reesor, Planner III *DR***RE:** Arlie & Company Mixed Use Proposal**Background Information:**

This memo provides a brief comparison of the Arlie & Company Mixed Use Proposal with the 1999 Jasper Natron Specific Development Plan. The Jasper Natron Plan was completed in June 1999, but was never formally adopted. An additional Jasper Natron area "preferred alternative" map was produced by Planner Mark Metzger shortly after the 1999 Plan was reviewed, which I've attached to this memorandum. From my conversation with Mark, it's my understanding that the attached map was created with the input of the Lane County Metro Partnership to help address potential issues related to the proposed industrial designations in the 1999 Plan. As related to the Arlie & Company Mixed Use Proposal, the subject property in question appears almost the same on both plan maps, with the exception of one map indicating HDR, and the other indicating MDR. I recommend that Arlie & Company also submit for a Development Issues Meeting (as proposed by them) to provide a more detailed analysis of the site as related to City of Springfield policies and plans.

**Analysis and Comparison of Proposal:**

As noted in the proposal, the subject property is:

- Not yet annexed into city limits
- Located in the UGB
- Designated LDR on the Metro Plan Map
- Zoned LMI on the Springfield Zoning Map

The proposed process noted in the memorandum from Ms. Bishow (Planning Manager, Arlie & Company) indicates that they would like to request annexation after completing the Plan Amendment / Rezone process. After discussing this with Jim Donovan, Urban Planning Supervisor, I would recommend that an annexation agreement be completed prior to the Plan Amendment / Rezone process. However, this could be confirmed during a Development Issues Meeting (DIM). An annexation agreement would provide assurance that proper utility service can be provided in an adequate time frame for the proposed development.

Regarding the proposed Plan Amendment / Zone Change, the proposal states:

Date Received: 12-15-09  
Planner: LP



## MEMORANDUM

**TO:** Linda Pauly, Planner III  
Springfield Development Services

**FROM:** Teresa Bishow, Planning Manager

**DATE:** January 8, 2008

**SUBJECT:** Jasper Natron Mixed Use Proposal

---

Thanks for meeting on December 13, 2007 to discuss Arlie's proposed mixed use project in the Jasper Natron area. As you know, we have an option to purchase 15.28 acres from Gordon Webb. We request written confirmation that City staff would support changes to the Metro Plan and zoning to allow a mixed use development. As you requested, below is a brief written description of the project for your review.

### Proposed Mixed Use Development

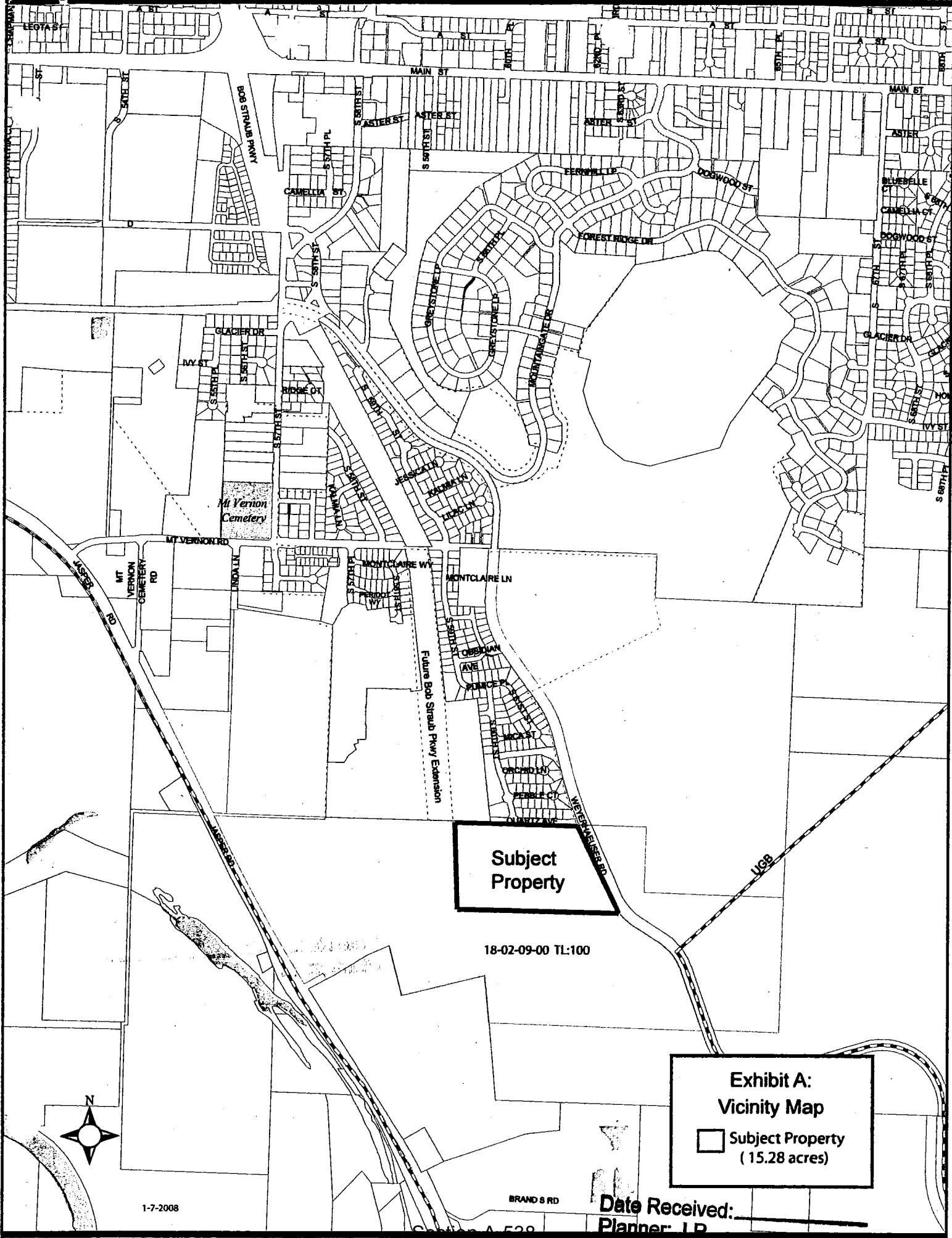
Consistent with the nodal development concept in TransPlan and the draft Jasper Natron Specific Development Plan, Arlie seeks City staff support for developing a mix of land uses on 15.28 acres in the Jasper Natron area. (Refer to Exhibit A.)

### Proposed Plan Designation Change

The subject property is currently designated in the Metro Plan as LDR Low-Density Residential. In the Jasper-Natron Problem Statement dated February 28, 2004, the subject property was proposed for a mix of land uses including Community Commercial, Medium-Density Residential, and Low-Density Residential (refer to Figure 1: Jasper-Natron Corridor Showing Proposed Land Uses.) The Final Jasper Natron Specific Development Plan dated June 1999 identified the subject property as suitable for Community Commercial, High-Density Residential and Low-Density Residential.

Arlie & Company requests City staff support for amending the Metro Plan to designate the subject property as Community Commercial (7 acres) and Medium-Density Residential (8.28 acres) with a Mixed Use Area overlay. (Refer to Exhibit B.) The proposed designation will implement TransPlan by increasing employment opportunities, housing choices, and commercial services at densities that will support transit. The Plan amendment would provide the basis for the proposed changes in zoning.

**Date Received:** \_\_\_\_\_  
**Planner:** LP



**Subject Property**

18-02-09-00 TL:100

**Exhibit A:  
Vicinity Map**

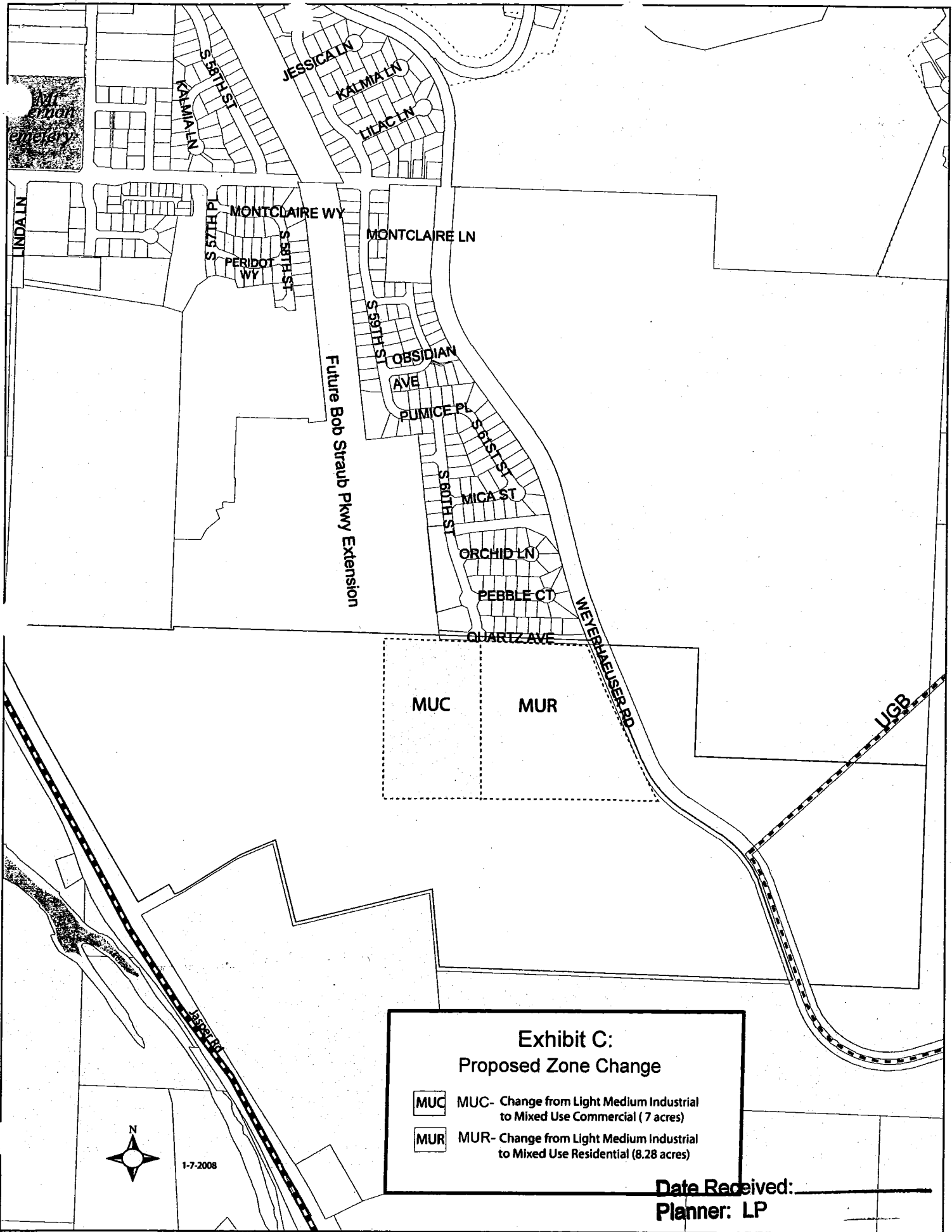
□ Subject Property  
(15.28 acres)



1-7-2008

BRAND S RD

Date Received: \_\_\_\_\_  
Planner: LP





# REQUEST TO SPEAK CARDS

I wish to address the **PLANNING COMMISSION** during:

- BUSINESS FROM THE AUDIENCE**  
(This part of the agenda is for you to speak on any item other than a public hearing)

What topic do you wish to discuss? \_\_\_\_\_

Is your topic on today's agenda?  YES  NO



- PUBLIC HEARING**  
What is the topic of the public hearing?

CIBL

- I am in **FAVOR** of the proposal
- I am **AGAINST** the proposal
- I am **NEUTRAL** of the proposal

Name: PICK SAPE Phone: \_\_\_\_\_ Date: 12/15/09

Address: 1326 WIMBURN PL City: SPRINGFIELD

I represent: SELF

(Print your name OR your business/committee name)

**NOTE: RETURN THIS CARD TO THE PLANNING COMMISSION SECRETARY**

*Please limit comments to 3 minutes. Speakers may not yield their time to others.*



# REQUEST TO SPEAK CARDS

I wish to address the **PLANNING COMMISSION** during:

- BUSINESS FROM THE AUDIENCE**  
(This part of the agenda is for you to speak on any item other than a public hearing)

What topic do you wish to discuss? \_\_\_\_\_

Is your topic on today's agenda?  YES  NO



- PUBLIC HEARING**  
What is the topic of the public hearing?

CIBL Findings

- I am in **FAVOR** of the proposal
- I am **AGAINST** the proposal
- I am **NEUTRAL** of the proposal

Name: Dan Egan Phone: 746-1451 Date: \_\_\_\_\_

Address: 650 N. CATE City: Springfield

I represent: The committee & Springfield Chamber

(Print your name OR your business/committee name)

**NOTE: RETURN THIS CARD TO THE PLANNING COMMISSION SECRETARY**

*Please limit comments to 3 minutes. Speakers may not yield their time to others.*





# REQUEST TO SPEAK CARDS

I wish to address the **PLANNING COMMISSION** during:

**BUSINESS FROM THE AUDIENCE**  
(This part of the agenda is for you to speak on any item other than a public hearing)

What topic do you wish to discuss? \_\_\_\_\_

Is your topic on today's agenda?  YES  NO

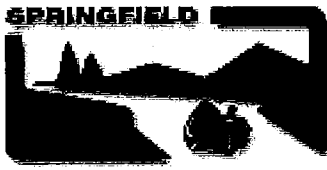
**PUBLIC HEARING**  
What is the topic of the public hearing?  
Commercial & Industrial Lands Study

- I am in **FAVOR** of the proposal
- I am **AGAINST** the proposal
- I am **NEUTRAL** of the proposal

Name: Teresa Bishow Phone: 344-5500 Date: 12/15/09  
 Address: 2911 Terry St. Ave, Suite City: Eugene 97408  
 I represent: Adie & Co. 400  
 (Print your name OR your business/committee name)

**Please limit comments to 3 minutes. Speakers may not yield their time to others.**

**NOTE: RETURN THIS CARD TO THE PLANNING COMMISSION SECRETARY**



# REQUEST TO SPEAK CARDS

I wish to address the **PLANNING COMMISSION** during:

**BUSINESS FROM THE AUDIENCE**  
(This part of the agenda is for you to speak on any item other than a public hearing)

What topic do you wish to discuss? \_\_\_\_\_

Is your topic on today's agenda?  YES  NO

**PUBLIC HEARING**  
What is the topic of the public hearing?  
CIBL STUDY

- I am in **FAVOR** of the proposal
- I am **AGAINST** the proposal
- I am **NEUTRAL** of the proposal

Name: MICHAEL FARTHING Phone: 683-1950 Date: 12-15-09  
 Address: P.O. Box 10126 City: EUGENE, OR 97440  
 I represent: GORDON WEBB  
 (Print your name OR your business/committee name)

**Please limit comments to 3 minutes. Speakers may not yield their time to others.**

**NOTE: RETURN THIS CARD TO THE PLANNING COMMISSION SECRETARY**



***By Hand Delivery  
and Electronic Mail***

January 8, 2010

Gregory Mott – gmott@ci.springfield.or.us  
Planning Manager  
City of Springfield  
225 Fifth Street  
Springfield, OR 97477

Re: Springfield Commercial and Industrial Buildable Lands Inventory (CIBL)  
File No. LRP 2007-00031

Dear Greg:

Enclosed please find comments submitted on behalf of Puzzle Parts, LLC and Richard Boyles. We would ask their inclusion in the Council packet.

As you can see, I am forwarding an e-mail version of the letter as well. Let me know if you have any questions.

Very truly yours,

James W. Spickerman  
spickerman@gleaveslaw.com

jca  
Attachment  
cc: Puzzle Parts, LLC

Phone:  
(541) 686-8833  
Fax:  
(541) 345-2034

975 Oak Street  
Suite 800  
Eugene, Oregon  
97401-3156

Mailing Address:  
P.O. Box 1147  
Eugene, Oregon  
97440-1147

Email:  
info@gleaveslaw.com  
Web-Site:  
www.gleaveslaw.com

Frederick A. Batson  
Jon V. Buerstette  
Patricia L. Chapman\*\*  
Joshua A. Clark  
Michael T. Faulconer\*\*  
Howard F. Feinman  
Thomas P. E. Herrmann\*  
Dan Webb Howard\*\*  
Cassie K. Kellogg  
Stephen O. Lane  
Valeri L. Love  
William H. Martin\*  
Walter W. Miller  
Laura T. Z. Montgomery\*  
Thomas K. N. Moseman  
Laurie A. Nelson  
Kirk M. Reynolds  
Ian T. Richardson  
Martha J. Rodman  
Harvey W. Rogers  
Robert S. Russell  
Douglas R. Schultz  
Malcolm H. Scott  
Joshua K. Smith  
James W. Spickerman  
Jane M. Yates

\*Also admitted  
in Washington

\*\*Also admitted  
in California



January 8, 2010

Springfield Mayor  
Springfield City Council  
City of Springfield  
225 Fifth Street  
Springfield, OR 97477

Re: Springfield Commercial and Industrial Buildable Lands Inventory (CIBL)  
File No. LRP 2007-00031

Dear Mayor and Councilors:

This firm represents Puzzle Parts, LLC and Richard Boyles. Puzzle Parts, LLC is the owner of a 62 acre parcel on the east side of Interstate 5, north of the Royal Caribbean Cruise Lines development, and is adjacent to the present urban growth boundary. This, however, is not the occasion to make the case for inclusion of this particular parcel within the urban growth boundary but to express support for adoption of the CIBL that is before the Council.

The CIBL establishes the need for additional employment lands within the City to accommodate the employment need forecast, which is in turn, based upon adopted population estimates. The report shows that the majority of employment growth in Springfield will not require vacant land, as the needs for smaller sites can be addressed through redevelopment, infill development and employment uses on non-employment land. The CIBL study does establish, however, a need for large vacant sites with certain characteristics and those sites are not presently available.

#### Goal 9 Economic Development

OAR 660-015-0000(9) requires that comprehensive plans for urban areas:

"3. Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies ...."

Phone:  
(541) 686-8833  
Fax:  
(541) 345-2034

975 Oak Street  
Suite 800  
Eugene, Oregon  
97401-3156

Mailing Address:  
P.O. Box 1147  
Eugene, Oregon  
97440-1147

Email:  
info@gleaveslaw.com  
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Frederick A. Batson  
Jon V. Buerstatte  
Patricia L. Chapman\*\*  
Joshua A. Clark  
Michael T. Faulconer\*\*  
Howard F. Feinman  
Thomas P. E. Herrmann\*  
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William H. Martin\*  
Walter W. Miller  
Laura T. Z. Montgomery\*  
Thomas K. N. Moseman  
Laurie A. Nelson  
Kirk M. Reynolds  
Ian T. Richardson  
Martha J. Rodman  
Harvey W. Rogers  
Robert S. Russell  
Douglas R. Schultz  
Malcolm H. Scott  
Joshua K. Smith  
James W. Spickerman  
Jane M. Yates

\*Also admitted  
in Washington

\*\*Also admitted  
in California

The CIBL establishes that availability of sites 20 acres and larger is important for attracting large businesses, which are often traded-sector businesses. As stated in the CIBL:

"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" (CIBL Executive Summary, p. x.)

A key conclusion of the CIBL is:

"(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." (CIBL Executive Summary, p. iv.)

Table S-4 (page v of the CIBL Executive Summary) shows:

"**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)." (CIBL Executive Summary, p. v.)

"**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." (CIBL Executive Summary, p. vi.)

The Goal 9 administrative rule (OAR 660-009) requires that local jurisdictions describe the characteristics of needed sites (OAR 660-009-0025(1)).

The administrative rule in OAR 660-009-0005(11) defines site characteristics as follows:

"(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 CIBL identifies the particular "site characteristics" for needed industrial and commercial sites to be brought within the Springfield UGB:

- (1) Larger than 5 acres and to vary from 5 to 20 to greater than 50 acres.
- (2) Access to major streets, with some sites located near an interchange on I-5.
- (3) Sites to be relatively flat.
- (4) City services should be accessible.
- (5) Sites with a single owner are strongly preferred, to reduce the cost of land assembly.

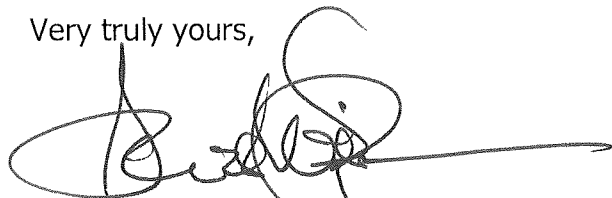
There is not an adequate supply of large sites within the UGB, particularly large sites with the site characteristics found to be needed. While some may contend that the land needs to accommodate commercial development generally are based upon some faulty premises, those arguments do not go to findings of the study pertaining to the need for large sites to accommodate the target industries. Those industries, the potential growth industries, including warehousing distribution, and other general industrial uses, including manufacturing, require large sites with the particular site characteristics identified in the study.

Although the Puzzle Parts, LLC site has virtually all of the site characteristics desirable for future commercial and industrial uses and has been identified as a UGB Expansion Study Area (North Gateway), the attempt is not made here to make the case for inclusion of that particular site. While the site is a good example of what is needed, at issue here is only the adoption of the CIBL, which

establishes a need for inclusion of large sites for future use within the 2010 to 2030 horizon.

We urge the City Council to adopt the Commercial and Industrial Buildable Lands Inventory (CIBL).

Very truly yours,

A handwritten signature in black ink, appearing to read 'James W. Spickerman', with a long horizontal line extending to the right.

James W. Spickerman  
spickerman@gleaveslaw.com

jca

cc: Richard Boyles  
Puzzle Parts, LLC  
Gregory Mott, Planning Manager

## HB 3337 Work Program January 4, 2009

Product	NOV '09	DEC '09	JAN '10	FEB '10	MAR '10	APR '10	MAY '10	JUN-JUL '10	
RLS : Residential Land Inventory & Housing Needs Analysis	CC WS & PH 11-16 adopt	CC PH 12-7 (continued) adopt	Public Review Process Springfield 2030 Refinement Plan PAPA Final Land Use Decision on RLS						
CIBL: Commercial & Industrial Lands Inventory: Economic Opportunities Analysis, Economic Development Strategy		PC WS & PH 12-15 adopt	CC WS & PH 1-19 adopt	CC PH (continued) 2-16 adopt	Public Review Process Springfield 2030 Refinement Plan PAPA Final Land Use Decision on CIBL				
2030 Refinement Plan, UGB Alternatives Analysis, Efficiency Measures Code Amendments				JPC WS 2-2 JPC PH 2-17	JPC PH (continued) 3-16	JEO WS 4-5	(JEO WS #2) TBD	JEO PH TBD	

**LEGEND:**

- Planning Commissions & Elected Officials Meeting Dates
- File DLCD Notice
- Mail Notice to Affected Property Owners
- Publish Public Hearing Notice



DRAFT

# Springfield 2030 Refinement Plan

Section B: Work Programs

December 31, 2009

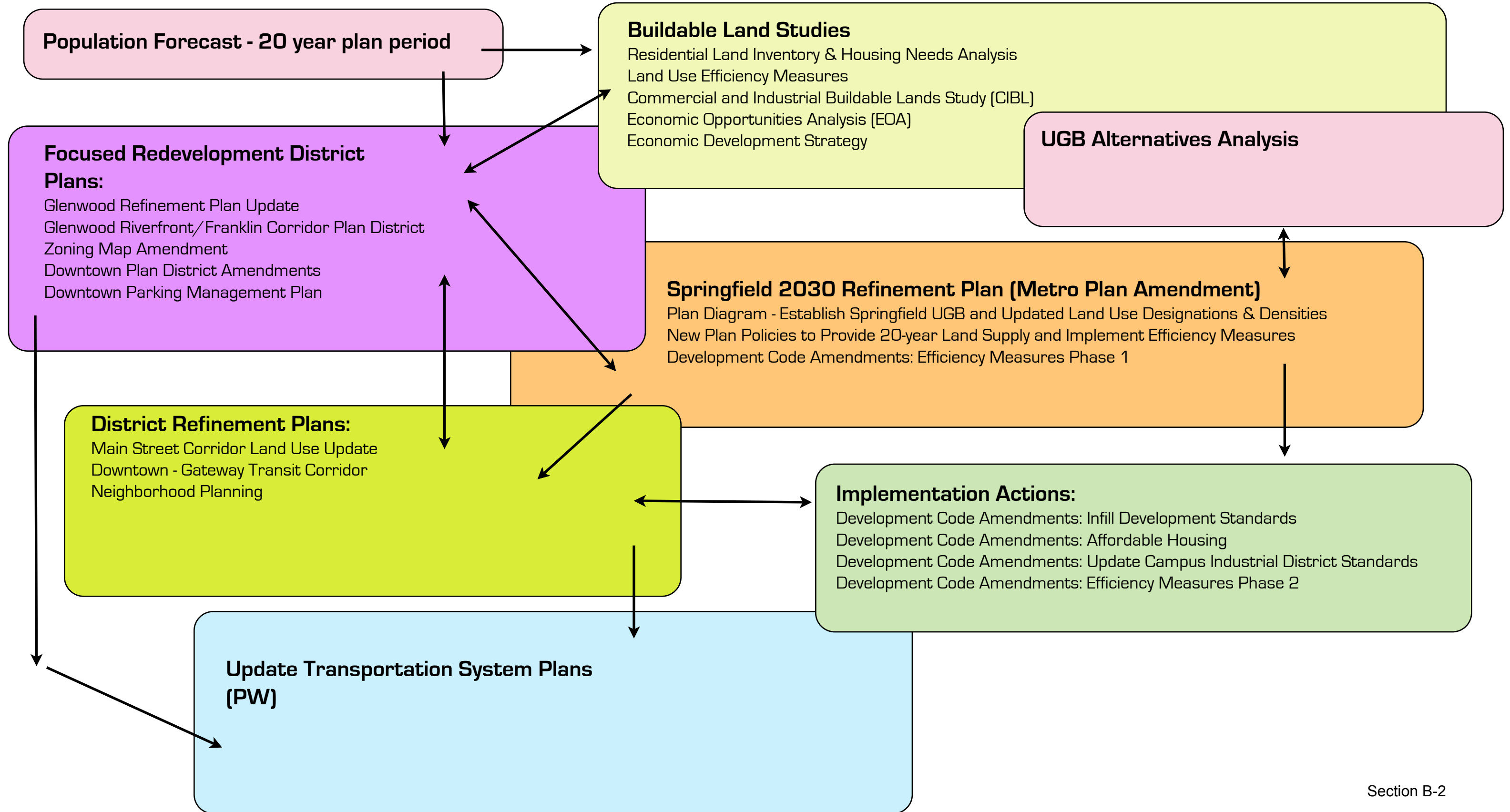


# SPRINGFIELD COMPREHENSIVE PLANNING

Establishing a 20-Year Land Use Planning Framework to Enhance Community Livability

Housing Opportunity, Choice and Equity    Healthy Economy

Safe, Complete & Accessible Neighborhoods    Quality Urban Facilities and Environmental Services





### HB 3337 Work Program December 1, 2009

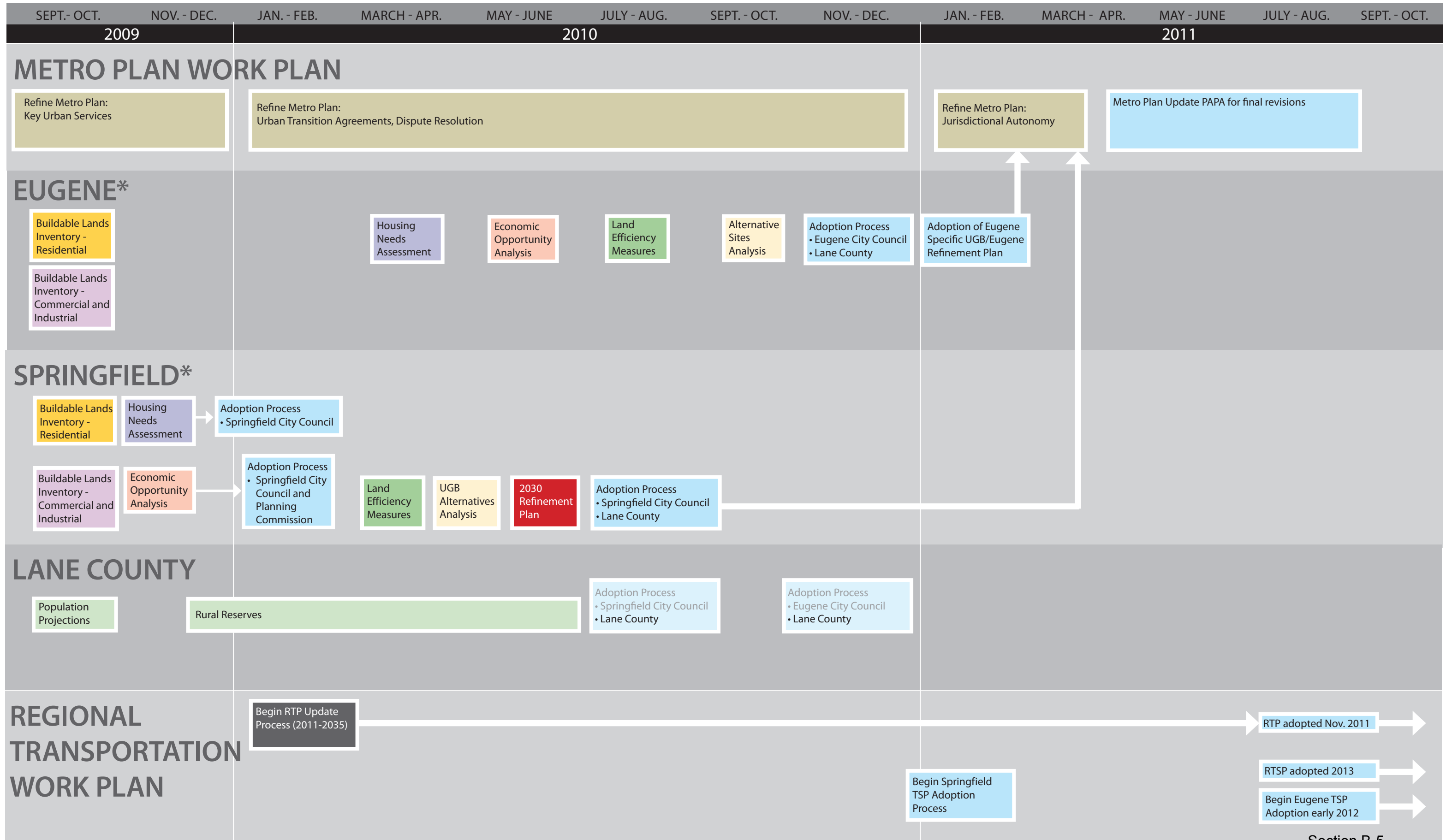
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**LEGEND:**

- Planning Commissions & Elected Officials Meeting Dates
- File DLCD Notice
- Mail Notice to Affected Property Owners
- Publish Public Hearing Notice

# REGIONAL TIMELINE

This timeline depicts general tasks and timing needed to complete on-going projects in Eugene, Springfield and Lane County such as HB 3337 implementation, RTSP, TSPs, and other related projects. Many of the tasks embedded in these existing projects also apply to the Metro Plan work plan and



\* Individual PAPAs submitted as needed.

Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009		2010				2011				2012				2013				2014
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1
1	<b>Springfield Related Projects</b>	<b>780 days</b>	<b>Wed 4/1/09</b>	<b>Tue 3/27/12</b>																			
2	<b>III. Franklin Blvd</b>	<b>302 days</b>	<b>Mon 11/2/09</b>	<b>Tue 12/28/10</b>																			
3	III.P.1 Alignment Approval - Council	20 days	Wed 12/1/10	Tue 12/28/10																			
4	III.P.2 NEPA Scope Prep	20 days	Mon 11/30/09	Fri 12/25/09																			
5	III.LU.1 Coord with Glenwood	0 days	Mon 11/2/09	Mon 11/2/09																			
6	III.M.1 Coord with Glenwood	0 days	Mon 11/30/09	Mon 11/30/09																			
7	III.F.1 Track & update Costs	20 days	Mon 11/1/10	Fri 11/26/10																			
8	<b>V. IGAPs Ph 3</b>	<b>455 days</b>	<b>Wed 4/1/09</b>	<b>Tue 12/28/10</b>																			
9	V.P.1 Problem Statement	0 days	Wed 4/1/09	Wed 4/1/09																			
10	V.P.2 Future Phase - IAMP/NEPA	70 days	Thu 7/29/10	Wed 11/3/10																			
11	V.LU.1 Existing LU	153 days	Wed 4/1/09	Fri 10/30/09																			
12	V.LU.2 Future 2031 LU	20 days	Mon 11/2/09	Fri 11/27/09																			
13	V.M.1 Current Volumes	20 days	Mon 11/2/09	Fri 11/27/09																			
14	V.M.2 Future 2031 Volumes	20 days	Mon 11/30/09	Fri 12/25/09																			
15	V.M.3 Intch Alts	20 days	Mon 12/28/09	Fri 1/22/10																			
16	V.M.4 Remodel Alts for LU	20 days	Mon 12/28/09	Fri 1/22/10																			
17	V.O.1 Existing Conditions	20 days	Thu 4/1/10	Wed 4/28/10																			
18	V.O.2 Future 2031 Forecast	20 days	Thu 4/1/10	Wed 4/28/10																			
19	V.O.3 Intch Alts (6) - 2 locations	20 days	Thu 5/27/10	Wed 6/23/10																			
20	V.E.1 Multi-modal Intch Alts	20 days	Thu 4/29/10	Wed 5/26/10																			
21	V.E.2 Planning Cost Est	20 days	Thu 7/1/10	Wed 7/28/10																			
22	V.E.3 Local Modified Concepts	20 days	Thu 7/1/10	Wed 7/28/10																			
23	V.F.1 ID Funding for CIP	20 days	Wed 12/1/10	Tue 12/28/10																			
24	<b>VI. Jasper Natron Plan</b>	<b>454 days</b>	<b>Thu 7/1/10</b>	<b>Tue 3/27/12</b>																			

Project: Program Schedule version 3  
Date: Wed 9/30/09

Task: Progress  
Split: Milestone

Summary: External Tasks: Deadline: Project Summary: External Milestone:

Transportation Work Program																											
ID	Task Name	Duration	Start	Finish	2009		2010				2011				2012				2013				2014				
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1
25	<b>Phase 1 Alt Analysis</b>	204 days	Thu 7/11/10	Tue 4/12/11																							
35	<b>Phase 2 Annex and Adopt</b>	164 days	Thu 8/11/11	Tue 3/27/12																							
43	<b>IX. OR 126 EMP - Ph 3 Alts Analysis</b>	140 days	Mon 8/17/09	Fri 2/26/10																							
44	IX.P.1 Review Policy Concepts	0 days	Mon 8/17/09	Mon 8/17/09																							
45	IX.P.2 Existing Standards	0 days	Mon 8/17/09	Mon 8/17/09																							
46	IX.P.3 Est Evaluation Framework	0 days	Mon 8/17/09	Mon 8/17/09																							
47	IX.LU.1 Current LU	0 days	Mon 8/17/09	Mon 8/17/09																							
48	<b>IX.LU.2 Future 2031 Base LU</b>	0 days	Mon 8/17/09	Mon 8/17/09																							
49	IX.LU.3 ID prelim LU mgmt Policies	0 days	Mon 8/17/09	Mon 8/17/09																							
50	IX.M.1 Future 2031 Travel Demand	0 days	Mon 8/17/09	Mon 8/17/09																							
51	IX.O.1 Update Current & Future	0 days	Tue 9/1/09	Tue 9/1/09																							
52	IX.O.2 Develop Access Mgmt Concepts	0 days	Tue 9/1/09	Tue 9/1/09																							
53	IX.E.1 ID Alts & Analysis	20 days	Thu 10/1/09	Wed 10/28/09																							
54	IX.E.2 Est Costs	20 days	Thu 10/29/09	Wed 11/25/09																							
55	IX.F.1 ID Funding Sources	20 days	Mon 2/1/10	Fri 2/26/10																							
56	IX.F.2 ID Phasing Plans	20 days	Thu 11/26/09	Wed 12/23/09																							
57	<b>XII. OR 126 (Main) Safety Study</b>	166 days	Thu 10/1/09	Thu 5/20/10																							
58	XII.P.1 Existing Policy Framework	20 days	Thu 10/1/09	Wed 10/28/09																							
59	XII.P.2 Education Plan	20 days	Mon 2/1/10	Fri 2/26/10																							
60	XII.P.3 Enforcement Plan	20 days	Mon 2/1/10	Fri 2/26/10																							
61	XII.P.4 Plan Adoption	20 days	Fri 4/23/10	Thu 5/20/10																							
62	XII.LU.1 Current LU	20 days	Mon 11/2/09	Fri 11/27/09																							
63	<b>XII.LU.2 Future 2031 LU</b>	20 days	Mon 11/2/09	Fri 11/27/09																							
64	XII.M.1 Current Conditions	20 days	Mon 11/2/09	Fri 11/27/09																							

Project: Program Schedule version 3 Date: Wed 9/30/09	Task		Progress		Summary		External Tasks		Deadline	
	Split		Milestone		Project Summary		External Milestone			

Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009		2010				2011				2012				2013				2014				
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1				
65	XII.M.2 Future Travel Demand	20 days	Mon 12/28/09	Fri 1/22/10																							
66	XII.O.1 Intersection Counts	20 days	Mon 11/30/09	Fri 12/25/09																							
67	XII.O.2 Current Veh/Ped Demand	20 days	Fri 1/1/10	Thu 1/28/10																							
68	XII.O.3 Future Demand; 5, 10, 20 yr	20 days	Mon 1/25/10	Fri 2/19/10																							
69	XII.E.1 Geometric Conditions	20 days	Fri 1/1/10	Thu 1/28/10																							
70	XII.E.2 Crash Analysis	20 days	Fri 1/1/10	Thu 1/28/10																							
71	XII.E.3 Alts Analysis	20 days	Fri 1/29/10	Thu 2/25/10																							
72	XII.F.1 Cost/Benefit	20 days	Fri 2/26/10	Thu 3/25/10																							
73	XII.F.2 Impl Plans	20 days	Fri 3/26/10	Thu 4/22/10																							
74																											
75	<b>Springfield Work Program Activities</b>	<b>868 days?</b>	<b>Wed 10/1/08</b>	<b>Fri 1/27/12</b>																							
76	<b>PAPA Implementation</b>	<b>708 days</b>	<b>Wed 10/1/08</b>	<b>Fri 6/17/11</b>																							
81	<b>Land Use Activities</b>	<b>261 days</b>	<b>Wed 10/1/08</b>	<b>Wed 9/30/09</b>																							
84	<b>HB 3337 Work</b>	<b>407 days</b>	<b>Wed 10/1/08</b>	<b>Thu 4/22/10</b>																							
85	Comm/Indust Lands Inventory	152 days	Wed 10/1/08	Thu 4/30/09																							
86	Eco Opportunities Analy	152 days	Wed 10/1/08	Thu 4/30/09																							
87	Eco Development Strategy	152 days	Wed 10/1/08	Thu 4/30/09																							
88	<b>Alt Analysis - Emp &amp; Res Lands</b>	<b>130 days</b>	<b>Wed 10/1/08</b>	<b>Tue 3/31/09</b>																							
94	Land Needs Adjustment	20 days	Thu 10/1/09	Wed 10/28/09																							
95	<b>Implementation Actions</b>	<b>60 days</b>	<b>Fri 1/1/10</b>	<b>Thu 3/25/10</b>																							
99	<b>Outreach Process</b>	<b>80 days</b>	<b>Fri 1/1/10</b>	<b>Thu 4/22/10</b>																							
104	<b>TSP Definition</b>	<b>80 days</b>	<b>Mon 11/3/08</b>	<b>Fri 2/20/09</b>																							
108	<b>XV. Springfield TSP</b>	<b>425 days?</b>	<b>Sun 11/1/09</b>	<b>Fri 6/17/11</b>																							
109	<b>NTP</b>	0 days	Sun 11/1/09	Sun 11/1/09																							

Project: Program Schedule version 3  
Date: Wed 9/30/09

Task Progress Milestone Summary Project Summary External Tasks External Milestone Deadline

Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009				2010				2011				2012				2013				2014			
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	
110	<b>Policy/Planning</b>	<b>326 days?</b>	<b>Mon 12/7/09</b>	<b>Mon 3/7/11</b>																								
115	<b>Existing Conditions</b>	<b>55 days?</b>	<b>Mon 11/16/09</b>	<b>Fri 1/29/10</b>																								
122	<b>Alternative Analysis</b>	<b>175 days?</b>	<b>Mon 2/1/10</b>	<b>Fri 10/1/10</b>																								
128	<b>Prepare TSP</b>	<b>185 days?</b>	<b>Mon 10/4/10</b>	<b>Fri 6/17/11</b>																								
134	<b>Post TSP Trans Updates</b>	<b>20 days?</b>	<b>Mon 1/2/12</b>	<b>Fri 1/27/12</b>																								
139																												
140	<b>LTD Related Projects</b>	<b>491 days?</b>	<b>Mon 8/17/09</b>	<b>Mon 7/4/11</b>																								
141	<b>VII. LTD Long Range Plan</b>	<b>456 days?</b>	<b>Thu 10/1/09</b>	<b>Thu 6/30/11</b>																								
142	VII.P.1 Existing Policy Framework	20 days	Thu 10/1/09	Wed 10/28/09																								
143	VII.P.2 Ridership Scenarios	20 days	Mon 3/29/10	Fri 4/23/10																								
144	VII.P.3 LOS Studies	20 days	Mon 3/29/10	Fri 4/23/10																								
145	VII.P.4 Design Stds	20 days	Thu 10/1/09	Wed 10/28/09																								
146	VII.P.5 Guidelines	20 days	Thu 10/1/09	Wed 10/28/09																								
147	VII.P.6 Reg. System Map	20 days	Thu 10/1/09	Wed 10/28/09																								
148	VII.LU.1 Current LU	20 days	Tue 12/1/09	Mon 12/28/09																								
149	VII.LU.2 Future 2031 LU	20 days	Tue 12/1/09	Mon 12/28/09																								
150	VII.LU.3 2031 LU Alternative	20 days	Tue 12/1/09	Mon 12/28/09																								
151	VII.M.1 Current ridership	20 days	Mon 2/1/10	Fri 2/26/10																								
152	VII.M.2 2031 Base Case	20 days	Mon 3/1/10	Fri 3/26/10																								
153	VII.M.3 2031 Alts.	20 days	Tue 6/29/10	Mon 7/26/10																								
154	VII.O.1 Current Service Levels	20 days	Mon 3/1/10	Fri 3/26/10																								
155	VII.O.2 Alt Future Service levels	20 days	Tue 6/1/10	Mon 6/28/10																								
156	VII.O.3 Infrastructure Needs	20 days	Mon 8/2/10	Fri 8/27/10																								
157	VII.O.4 Ops Needs Forecasts	20 days	Mon 8/2/10	Fri 8/27/10																								

Project: Program Schedule version 3  
Date: Wed 9/30/09

Task Progress Summary External Tasks Deadline   
 Split Milestone Project Summary External Milestone



Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009		2010				2011				2012				2013				2014					
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1					
158	VII.F.1 Revenue Forecast	20 days	Mon 8/30/10	Fri 9/24/10																								
159	VII.F.2 Cost Est CIP	20 days	Fri 10/1/10	Thu 10/28/10																								
160	VII.F.3 Cost Est Ops	20 days	Fri 10/1/10	Thu 10/28/10																								
161	VII.F.4 Gap Analysis	20 days	Mon 11/1/10	Fri 11/26/10																								
162	VII.F.5 Financial Strategy	20 days	Wed 12/1/10	Tue 12/28/10																								
163	Local Adoption	129 days?	Mon 1/3/11	Thu 6/30/11																								
164	<b>X1. Point2Point Strat Plan</b>	<b>42 days</b>	<b>Mon 11/1/10</b>	<b>Tue 12/28/10</b>																								
165	XI.P.1 Investment Strategy	20 days	Mon 11/1/10	Fri 11/26/10																								
166	XI.P.2 Policy Framework/Perf Meas	20 days	Wed 12/1/10	Tue 12/28/10																								
167	<b>X. West Eugene EmX Ext.</b>	<b>370 days</b>	<b>Mon 8/17/09</b>	<b>Fri 1/14/11</b>																								
168	X.P.1 Decision Structure	0 days	Mon 8/17/09	Mon 8/17/09																								
169	X.P.2 Purpose & Need	0 days	Mon 8/17/09	Mon 8/17/09																								
170	<b>X.P.3 Tech Reports</b>	<b>200 days</b>	<b>Mon 8/17/09</b>	<b>Fri 5/21/10</b>																								
189	X.P.4 DEIS	30 days	Mon 5/24/10	Fri 7/2/10																								
190	X.P.5 Public Hearing/Comments	40 days	Mon 7/5/10	Fri 8/27/10																								
191	X.P.6 Response to Comments	60 days	Mon 7/5/10	Fri 9/24/10																								
192	<i>X.P.7 Selection of Preferred</i>	40 days	Mon 9/27/10	Fri 11/19/10																								
193	X.F.1 Planning Cost Est	20 days	Mon 11/22/10	Fri 12/17/10																								
194	X.F.2 ID Funding Sources	20 days	Mon 12/20/10	Fri 1/14/11																								
195	<b>West E EmX ROD</b>	261 days?	Mon 7/5/10	Mon 7/4/11																								
196																												
197	<i>Eugene Related Projects</i>	143 days	Mon 8/17/09	Wed 3/3/10																								
198	<b>VIII. ODOT Statewide Rail Study</b>	90 days	Mon 8/17/09	Fri 12/18/09																								
201	<b>XIII. Beltline (River to Coburg)</b>	143 days	Mon 8/17/09	Wed 3/3/10																								

Project: Program Schedule version 3  
Date: Wed 9/30/09

Task Progress Summary External Tasks Deadline Split Milestone Project Summary External Milestone

Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009		2010				2011				2012				2013				2014									
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1									
218																																
219	<b>Eugene Work Program Activities</b>	#####	Wed 10/1/08	Fri 12/28/12																												
220	<b>PAPA Implementation</b>	1001 days	Fri 12/12/08	Fri 10/12/12																												
225	<b>Land Use Activities</b>	347 days	Wed 10/1/08	Thu 1/28/10																												
226	<b>Current Land Use Inventory</b>	347 days	Wed 10/1/08	Thu 1/28/10																												
232	<b>Policy Direction</b>	60 days	Mon 8/17/09	Fri 11/6/09																												
238	<b>Comp Plan</b>	577 days	Thu 4/1/10	Fri 6/15/12																												
239	<b>Definition of Work Program</b>	131 days	Thu 4/1/10	Thu 9/30/10																												
243	<b>LU Local Calibration</b>	65 days	Thu 4/1/10	Wed 6/30/10																												
249	<b>Community Engagement Plan</b>	20 days	Fri 10/1/10	Thu 10/28/10																												
253	<b>Ph1 ID Alts</b>	60 days	Fri 10/1/10	Thu 12/23/10																												
257	<b>Ph 2 Refine Alts</b>	130 days	Mon 1/3/11	Fri 7/1/11																												
263	<b>Ph3 Preferred Alts</b>	100 days	Fri 7/1/11	Thu 11/17/11																												
267	<b>Comp Plan Adoption</b>	120 days	Mon 1/2/12	Fri 6/15/12																												
274	<b>TSP Definition</b>	50 days	Wed 7/1/09	Tue 9/8/09																												
278	<b>Eugene TSP</b>	830 days	Mon 10/26/09	Fri 12/28/12																												
279	<b>PHASE ONE - IDENTIFY EXISTING AND FUTURE NEEDS</b>	210 days	Mon 10/26/09	Fri 8/13/10																												
280	Notice to Proceed: Phase 1	5 days	Mon 10/26/09	Fri 10/30/09																												
281	<b>Task 1 - Evaluate Existing Conditions</b>	75 days	Tue 11/24/09	Mon 3/8/10																												
293	<b>Task 2 - Evaluation of Future Conditions</b>	154 days	Tue 1/12/10	Fri 8/13/10																												
306	<b>PHASE TWO - DEVELOP PERFORMANCE MEASURES A</b>	114 days	Tue 8/31/10	Fri 2/4/11																												
307	Notice to Proceed: Phase 2	5 days	Tue 8/31/10	Mon 9/6/10																												
308	<b>Task 3 - Develop Decision-Making Framework</b>	60 days	Mon 10/11/10	Fri 12/31/10																												
313	<b>Task 4 - Identify Alternatives</b>	30 days	Mon 12/27/10	Fri 2/4/11																												

Project: Program Schedule version 3 Date: Wed 9/30/09	Task  Progress  Summary  External Tasks Split  Milestone  Project Summary  External Milestone	Deadline
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Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009				2010				2011				2012				2013				2014		
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1
319	<b>PHASE THREE - EVALUATE ALTERNATIVES AND PREP</b>	210 days	Mon 2/7/11	Fri 11/25/11																							
320	<b>Task 5 - Evaluate and Select Alternatives</b>	175 days	Mon 2/7/11	Fri 10/7/11																							
321	Evaluate Concepts and Summarize Findings	15 days	Mon 2/7/11	Fri 2/25/11																							
322	<b>Refine Concepts - Round 1</b>	30 days	Wed 3/16/11	Tue 4/26/11																							
328	<b>Refine Concepts - Round 2</b>	30 days	Wed 5/18/11	Tue 6/28/11																							
334	<b>Refine Concepts - Round 3</b>	10 days	Wed 7/20/11	Tue 8/2/11																							
340	Identify Draft Recommendations (All but highway)	10 days	Wed 7/20/11	Tue 8/2/11																							
341	TM 4 Evaluation of Concepts and Preferred Alternativ	20 days	Mon 8/22/11	Fri 9/16/11																							
342	TM 4 Evaluation of Concepts and Preferred Alternativ	5 days	Mon 10/3/11	Fri 10/7/11																							
343	<b>Task 6 - Prepare Modal Plans</b>	65 days	Mon 8/29/11	Fri 11/25/11																							
353	<b>PHASE FOUR - PREPARE AND ADOPT PLAN</b>	350 days	Mon 8/22/11	Fri 12/21/12																							
354	<b>Task 7 - Cost Estimates and Financial Evaluation</b>	65 days	Mon 1/30/12	Fri 4/27/12																							
362	<b>Task 8 - Ordinance Language</b>	48 days	Wed 2/1/12	Fri 4/6/12																							
367	<b>Task 9 - Prepare Draft TSP</b>	195 days	Mon 8/22/11	Fri 5/18/12																							
372	<b>Task 10 - City Council and OTC Adoption</b>	142 days	Thu 6/7/12	Fri 12/21/12																							
382	<b>MANAGEMENT AND PUBLIC INVOLVEMENT</b>	825 days	Mon 11/2/09	Fri 12/28/12																							
383	<b>Task 11 - Public Involvement and Agency Coordinatio</b>	600 days	Mon 9/13/10	Fri 12/28/12																							
474	<b>Task 12 - Project Management</b>	825 days	Mon 11/2/09	Fri 12/28/12																							
497	<b>CONTINGENCY TASKS</b>	390 days	Mon 8/16/10	Fri 2/10/12																							
498	<b>Task 13 - Greenhouse Gas Analysis (Contingency Tas</b>	345 days	Mon 8/16/10	Fri 12/9/11																							
504	<b>Task 14 - Alternate Mobility Standards (Contingency 1</b>	145 days	Mon 7/25/11	Fri 2/10/12																							
515	<b>Other Named Projects</b>	708 days?	Wed 10/1/08	Fri 6/17/11																							
516	<b>II.Ped/Bike Master Plan</b>	440 days?	Mon 10/12/09	Fri 6/17/11																							
517	II.P.1 08 Strategic Plan	20 days	Mon 10/12/09	Fri 11/6/09																							










Project: Program Schedule version 3  
Date: Wed 9/30/09

Task: [Blue bar] Progress [Black bar] Summary [Black arrow] External Tasks [Grey bar] Deadline [Green arrow]  
Split: [Dotted bar] Milestone [Black diamond] Project Summary [Grey arrow] External Milestone [Black diamond]

Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009				2010				2011				2012				2013				2014	
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
518	II.P.2 Final Plan Adoption	0 days	Fri 6/17/11	Fri 6/17/11																						
519	II.M.1 Non-motor Model Update	20 days	Mon 11/30/09	Fri 12/25/09																						
520	II.M.2 Non-motor Current	30 days	Mon 12/28/09	Fri 2/5/10																						
521	II.M.3 Non-motor Future	30 days	Mon 12/28/09	Fri 2/5/10																						
522	II.O.1 Bike/ped counts	20 days	Mon 11/2/09	Fri 11/27/09																						
523	II.O.2 Bike/ped analysis	20 days	Mon 2/8/10	Fri 3/5/10																						
524	II.E.1 Best P & Des. Tool Box	20 days	Thu 4/1/10	Wed 4/28/10																						
525	II.E.2 Develop Network Concepts	60 days	Mon 5/3/10	Fri 7/23/10																						
526	II.E.3 Develop Design Stds	60 days	Mon 8/2/10	Fri 10/22/10																						
527	II.E.4 ID Project List	60 days	Mon 11/1/10	Fri 1/21/11																						
528	Adoption	92 days?	Thu 2/10/11	Fri 6/17/11																						
529	<b>I. West 11th Ave Trans Corridor</b>	<b>203 days</b>	<b>Wed 3/4/09</b>	<b>Fri 12/11/09</b>																						
530	<b>Completed Tasks</b>	<b>20 days</b>	<b>Wed 3/4/09</b>	<b>Tue 3/31/09</b>																						
535	I.E.3 Coord design with EMX	30 days	Mon 11/2/09	Fri 12/11/09																						
536	I.F.1 ID funding for impr	30 days	Mon 11/2/09	Fri 12/11/09																						
537	West Eugene Collaborative	130 days?	Wed 10/1/08	Tue 3/31/09																						
538																										
539	<b>Reg Trans Work Plan</b>	<b>#####</b>	<b>Wed 7/9/08</b>	<b>Tue 6/17/14</b>																						
540	<b>Joint Activities</b>	<b>327 days?</b>	<b>Wed 10/1/08</b>	<b>Fri 1/1/10</b>																						
541	Trans Work Plan to DLCD	0 days	Wed 10/1/08	Wed 10/1/08																						
542	LCDC Approval	0 days	Thu 10/16/08	Thu 10/16/08																						
543	PAPA Implementation Plan	0 days	Mon 11/3/08	Mon 11/3/08																						
544	Point2Point Coordination - Fill gap between TransPlan & RTS	1 day?	Mon 8/17/09	Mon 8/17/09																						
545	MPO LU Framework	0 days	Fri 1/1/10	Fri 1/1/10																						

Project: Program Schedule version 3  
Date: Wed 9/30/09

Task  Progress  Summary  External Tasks  Deadline   
 Split  Milestone  Project Summary  External Milestone 

Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009				2010				2011				2012				2013				2014			
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	
546	<b>RTSP Activities</b>	#####	Wed 7/9/08	Tue 1/29/13																								
547	<b>Management &amp; Coordination Program</b>	33 days	Thu 8/6/09	Mon 9/21/09																								
548	Teamwork & Coordination	11 days	Thu 8/6/09	Thu 8/20/09																								
549	RTSP/RTP Schedule Update	26 days	Mon 8/17/09	Mon 9/21/09																								
550	Inputs to Eugene TSP	26 days	Mon 8/17/09	Mon 9/21/09																								
551	Resource Requirements	13 days	Thu 9/3/09	Mon 9/21/09																								
552	Critical Path	0 days	Mon 9/21/09	Mon 9/21/09																								
553	<b>Establish Boundary Conditions</b>	143 days?	Wed 4/1/09	Fri 10/16/09																								
554	Geo Boundary	43 days?	Wed 4/1/09	Fri 5/29/09																								
555	Define Regional System	20 days	Fri 5/1/09	Thu 5/28/09																								
556	Pop Analysis Safe Harbor/Lane Co	66 days	Wed 7/1/09	Wed 9/30/09																								
557	What is Reg Planning?	20 days	Mon 9/21/09	Fri 10/16/09																								
558	What is an RTSP?	20 days	Mon 9/21/09	Fri 10/16/09																								
559	Definition of Terms	20 days	Mon 9/21/09	Fri 10/16/09																								
560	<b>Public Engagement</b>	24 days	Mon 9/21/09	Thu 10/22/09																								
561	Public Outreach Componants	9 days	Mon 9/21/09	Thu 10/1/09																								
562	Public Outreach Schedule	9 days	Mon 9/21/09	Thu 10/1/09																								
563	PI Plan	24 days	Mon 9/21/09	Thu 10/22/09																								
564	<b>RTSP Deicision Coordination</b>	20 days	Mon 9/21/09	Fri 10/16/09																								
565	Local vs Regional Decisions (E&S)	20 days	Mon 9/21/09	Fri 10/16/09																								
566	Coburg Involvement (LCOG)	20 days	Mon 9/21/09	Fri 10/16/09																								
567	Method of Incorp in Other Plans (E,S,LTD)	20 days	Mon 9/21/09	Fri 10/16/09																								
568	RTSP Decision Process	20 days	Mon 9/21/09	Fri 10/16/09																								
569	County's role in RTSP (LCo)	20 days	Mon 9/21/09	Fri 10/16/09																								

Project: Program Schedule version 3  
Date: Wed 9/30/09

Task Progress Summary External Tasks Deadline 
  
 Split Milestone Project Summary External Milestone

Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009				2010				2011				2012				2013				2014			
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	
570	<b>Framework Structure</b>	<b>140 days</b>	<b>Tue 9/1/09</b>	<b>Mon 3/15/10</b>																								
571	Tech Team recommend (Coord, Bnd Cond, PI, PM Basel	60 days	Tue 9/1/09	Mon 11/23/09																								
572	Staff Review	20 days	Tue 11/24/09	Mon 12/21/09																								
573	Elected Official Review	20 days	Tue 12/22/09	Mon 1/18/10																								
574	Public Review	20 days	Tue 1/19/10	Mon 2/15/10																								
575	Draft RTSP Structure/Framework	20 days	Tue 2/16/10	Mon 3/15/10																								
576	<b>Ph 1 Perf Meas Baseline</b>	<b>463 days?</b>	<b>Wed 7/9/08</b>	<b>Fri 4/16/10</b>																								
577	Assess Existing '05 TransPlan Benchmarks	60 days	Wed 7/9/08	Tue 9/30/08	■																							
578	VMT '04, '15, '31	60 days	Wed 7/9/08	Tue 9/30/08	■																							
579	Trip Reduction Requirements	66 days	Mon 11/2/09	Mon 2/1/10																								
580	Agree to Requirements/Technical Methods	0 days	Mon 2/1/10	Mon 2/1/10																								
581	Coord Trips with Local TSPs	66 days	Mon 11/2/09	Mon 2/1/10																								
582	Agree how to meet requirements	0 days	Mon 2/1/10	Mon 2/1/10																								
583	Nodal Performance Reporting	66 days	Mon 11/2/09	Mon 2/1/10																								
584	Add'l Perf Meas @ City Level	66 days	Mon 11/2/09	Mon 2/1/10																								
585	<b>ID Potential Additional Actions for Perf Meas</b>	<b>120 days?</b>	<b>Mon 11/2/09</b>	<b>Fri 4/16/10</b>																								
586	Major Trans Issues Springfield	120 days?	Mon 11/2/09	Fri 4/16/10																								
587	Risks of Eugene TSP	120 days?	Mon 11/2/09	Fri 4/16/10																								
588	Emerging Policies Addressed	120 days?	Mon 11/2/09	Fri 4/16/10																								
589	Regional LTD Issues	120 days?	Mon 11/2/09	Fri 4/16/10																								
590	Perf Measures Position Paper	0 days	Fri 4/16/10	Fri 4/16/10																								
591	<b>Ph 2 Perf Meas Alts</b>	<b>20 days</b>	<b>Mon 10/10/11</b>	<b>Fri 11/4/11</b>																								
592	Policy Development - Simplified roll up of Local?	20 days	Mon 10/10/11	Fri 11/4/11																								
593	Perf Meas Adjustments	20 days	Mon 10/10/11	Fri 11/4/11																								

Project: Program Schedule version 3 Date: Wed 9/30/09

Task		Progress		Summary		External Tasks		Deadline	
Split		Milestone		Project Summary		External Milestone			

Transportation Work Program

ID	Task Name	Duration	Start	Finish	2009				2010				2011				2012				2013				2014	
					Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
594	ID New Impl Measures	20 days	Mon 10/10/11	Fri 11/4/11																						
595	Refine Reg Concepts	20 days	Mon 11/7/11	Fri 12/2/11																						
596	Fed/State Coordination Process Integration	20 days	Mon 11/7/11	Fri 12/2/11																						
597	RTSP Lessons Learned	20 days	Mon 11/7/11	Fri 12/2/11																						
598	Regional Facilities Form & Stds	20 days	Mon 11/7/11	Fri 12/2/11																						
599	Other "rocks in the road"	20 days	Mon 11/7/11	Fri 12/2/11																						
600	Modified PM Benchmarks	20 days	Mon 11/7/11	Fri 12/2/11																						
601	RTSP Document	80 days	Mon 12/5/11	Fri 3/23/12																						
602	Policy Direction	20 days	Mon 12/5/11	Fri 12/30/11																						
603	Draft Componants	20 days	Mon 1/2/12	Fri 1/27/12																						
604	Outreach on Framework	20 days	Mon 1/30/12	Fri 2/24/12																						
605	Draft Final Document	20 days	Mon 2/27/12	Fri 3/23/12																						
606	RTSP Approval	66 days	Tue 10/2/12	Tue 1/1/13																						
607	Take Action to Eliminate TransPlan	20 days	Wed 1/2/13	Tue 1/29/13																						
608																										
609	Lane Co Activities	#####	Wed 10/1/08	Tue 7/9/13																						
610	Population Forecast	261 days?	Wed 10/1/08	Wed 9/30/09																						
613	PAPA Implementation	749 days	Mon 11/30/09	Fri 10/12/12																						
621	Land Use Activity	968 days?	Wed 10/1/08	Fri 6/15/12																						
625	Transportation Actions	537 days	Mon 6/20/11	Tue 7/9/13																						
628																										
629	LCOG Activities	#####	Wed 10/1/08	Tue 6/17/14																						
630	2035 RTP	804 days?	Wed 10/1/08	Mon 10/31/11																						
631	Develop RTP Delivery Plan	20 days	Wed 10/1/08	Tue 10/28/08																						

Project: Program Schedule version 3  
Date: Wed 9/30/09

Task: Progress: Summary: External Tasks: Deadline:

Split: Milestone: Project Summary: External Milestone:









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## Springfield 2030 Refinement Plan

Section C: Other Amendments to the Metro Plan to Implement HB 3337

December 31, 2009

# JOINT ELECTED OFFICIALS AGENDA ITEM SUMMARY

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## Metro Plan Work Plan Report

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Meeting Date: December 7, 2009

Agenda Item Number: NA  
Contact: Greg Mott, Lisa Gardner, Kent Howe

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**The information presented below is an update. No presentation will be made.**

### ISSUE STATEMENT

On June 1, 2009 the Joint Elected Officials (JEO) directed staff from Eugene, Springfield and Lane County to develop a Metro Plan work plan, including timeline, cost estimates and implications for specific changes to the Metro Plan as recommended by the JEO subcommittee and further supplemented by recommendations, if necessary, from each jurisdiction. The list from the JEO subcommittee and subsequently approved by the JEO at their June 1 meeting included the following subjects:

- a. Overarching policies that identify and address regional issues.
- b. Policies that allow for individual refinement plans for Eugene and Springfield to address jurisdiction-specific issues.
- c. Adjustments to the Metro Plan boundary and text to address jurisdictional specific issues arising in the urbanizable areas and the area outside the urban growth boundary.
- d. A dispute resolution process that reflects the changes described in a-c.

Following the June 1 JEO meeting, staff from Springfield, Lane County and Eugene met with their respective elected officials and determined that no additional issues should be included in the Metro Plan work plan.

Based on this direction from the elected officials and in consideration of the county's regional issues, staff has developed a work plan (Attachment A, Metro Plan Work Plan Overview) that identifies:

1. Specific regional issues to be addressed.
2. General approach to resolve these issues.
3. Metro Plan chapters and sections that will need to be updated.

Also attached is a diagram showing the individual jurisdictions' implementation of HB 3337, Lane County's related tasks and regional transportation-related work.

Since no presentation will be given at this meeting, Planning Directors will be prepared to make a presentation at the next JEO meeting on February 26, 2010.

## **FOR MORE INFORMATION**

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Staff E-Mail: Kent.Howe@co.lane.or.us

# Metro Plan Work Plan Overview

November 2009

1. Regional Issue	<b>Definition of Key Urban Services</b>
2. General approach to resolve issue	Remove inconsistencies in Metro Plan text
3. Applicable Metro Plan Chapter(s) and Section(s)	<p>Chapter II, Fundamental Principles and Growth Management Policy Framework</p> <ul style="list-style-type: none"> <li>• Section A, Fundamental Principles (#2 and 6)</li> <li>• Section C, Growth Management Goals (#1-2), Findings (#10-11) and Policies (#1, 3, 8-9, 12-13, 1-16 and 18-21); also Objective #11</li> <li>• Section E, Urban and Urbanizable Land</li> <li>• Section F, River Road and Santa Clara Goals, Findings (#2), Objectives (#2-4) and Policies (#4)</li> <li>• Section G, Metro Plan Diagram</li> </ul> <p>Chapter III, Specific Elements</p> <ul style="list-style-type: none"> <li>• Section G, Public Facilities and Services (Goals and Findings)</li> </ul> <p>Chapter IV, Metro Plan Review, Amendments and Refinements</p> <ul style="list-style-type: none"> <li>• Goal</li> <li>• Findings (#1-2), Objectives (#1) and Policies (#1)</li> </ul> <p>Chapter V, Glossary (Definition #24)</p>
Timeline	November to December 2009

## Cost Estimate

No additional resources are anticipated to complete the Metro Plan Update. Tasks in this work plan are embedded within existing projects and activities, and will be undertaken with existing staff resources.

1. Regional Issue	<b>Jurisdictional Autonomy</b>
2. General approach to resolve issue	Implement HB 3337 and revise Metro Plan boundary
3. Applicable Metro Plan Chapter(s), Section(s)	<p>Preface</p> <ul style="list-style-type: none"> <li>• Metro Plan Updates</li> <li>• Periodic Review</li> </ul> <p>Chapter I, Introduction</p> <ul style="list-style-type: none"> <li>• Background</li> <li>• Purpose (#11)</li> <li>• Metro Plan Contents (Fundamental Principles; Metro Plan Review, Amendments and Refinements; Appendices B-D; Use of the Metro Plan; Relationship to Other Plans, Policies and Reports; and General Assumptions and Findings)</li> </ul> <p>Chapter II, Fundamental Principles and Growth Management Policy Framework</p> <ul style="list-style-type: none"> <li>• Section A. Fundamental Principles (#2-4, 6-7)</li> <li>• Section C, Growth Management Goals, Findings (#3, 6 and 8) and Policies (#1-3, 5, 7-8, 15-21, 24 -25, 28 and 32); also Objectives #6-7</li> <li>• Section D, Jurisdictional Responsibility</li> <li>• Section E, Urban and Urbanizable Land</li> <li>• Section F, River Road and Santa Clara Goals, Findings, Objectives and Policies</li> <li>• Section G, Metro Plan Diagram</li> </ul> <p>Ch III, Specific Elements</p> <ul style="list-style-type: none"> <li>• Section A. Residential Land Use and Housing Element</li> <li>• Section B. Economic Element</li> <li>• Section C. Environmental Resources Element</li> <li>• Section D. Willamette River Greenway, River Corridors, and Waterways Element</li> <li>• Section E. Environmental Design Element (Policy #E.3)</li> <li>• Section F. Transportation Element (note: impacted by RTSP [state] and RTP [federal] updates)</li> <li>• Section G. Public Facilities and Services Element</li> <li>• Section H. Parks and Recreation Facilities Element</li> <li>• Section J. Energy Element [note: references to “metropolitan area” will need to be updated/reviewed if definition changes]</li> <li>• K. Citizen Involvement (Goals, Findings #10, Objectives and Policies #K.4-6)</li> </ul> <p>Ch IV, Metro Plan Review, Amendments and Refinements</p> <p>Ch V, Glossary</p>
Timeline	January to April 2011

1. Regional Issue	<b>Urban Transition Agreements</b>
2. General approach to resolve issue	Develop administrative process to address citizen concerns.
3. Applicable Metro Plan Chapter(s), Section(s)	<p>Chapter I, Introduction</p> <ul style="list-style-type: none"> <li>• Background</li> <li>• Purpose (#3-5)</li> <li>• Metro Plan Contents (Relationship to Other Plans)</li> </ul> <p>Chapter II, Fundamental Principles and Growth Management Policy Framework</p> <ul style="list-style-type: none"> <li>• Section B. Metropolitan Goals (Growth Management #1-3)</li> <li>• Section C, Growth Management Goals (#1-3), Findings (#6-7 and 10-11) and Policies (#4, 11,18-19 and 31); also Objective #11 [note: entire Section may need review and updating]</li> <li>• Section D, Jurisdictional Responsibility</li> <li>• Section E, Urban and Urbanizable Land</li> <li>• Section F, River Road and Santa Clara Goals, Findings, Objectives and Policies</li> <li>• Section G, Metro Plan Diagram, Land Use Designation (Urban Growth Boundary, Metro Plan Plan Boundary)</li> </ul> <p>Chapter III, Specific Elements:</p> <ul style="list-style-type: none"> <li>• Section C. Environmental Resources Element</li> <li>• Section E. Environmental Design Element Findings (#2)</li> <li>• Section G. Public Facilities and Services Element</li> <li>• Section K. Citizen Involvement Goals, Findings, Objectives and Policies</li> </ul> <p>Chapter IV, Metro Plan Review, Amendments and Refinements</p> <p>Chapter V, Glossary (#2, 43, 54 and 56)</p>
Timeline	January to December 2010

1. Regional Issue	<b>Dispute Resolution</b>
2. General approach to resolve issue	Work with jurisdictions to revise process.
3. Applicable Metro Plan Chapter(s), Section(s)	<p>Chapter I, Introduction (Purpose #7)</p> <p>Chapter II, Fundamental Principles and Growth Management Policy Framework</p> <ul style="list-style-type: none"> <li>• Section B. Metropolitan Goals (Metro Plan Review, Amendments and Refinements #1)</li> </ul> <p>Chapter III, Specific Elements:</p> <ul style="list-style-type: none"> <li>• Section K. Citizen Involvement Element Findings (#9-10), Objectives and Policies (#K.4)</li> </ul> <p>Chapter IV, Metro Plan Review, Amendments and Refinements</p>
Timeline	January to December 2010

1. County Issue [new]	<b>Farmland and Open Space Protection</b>
2. General approach to resolve issue	Begin the process to preserve farmland and open space within the county.
3. Applicable Metro Plan Chapter(s), Section(s)	<p>Chapter I, Introduction</p> <ul style="list-style-type: none"> <li>• Metro Plan Contents (Appendices C-D), Relationship to Other Plans (Relationship to Lane County Rural Comprehensive Plan)</li> </ul> <p>Chapter II, Fundamental Principles and Growth Management Policy Framework</p> <ul style="list-style-type: none"> <li>• Section A. Fundamental Principles (#2-3)</li> <li>• Section B Metropolitan Goals (Growth Management #1-3 and Environmental Resource #1-2))</li> <li>• Section C, Growth Management Goals (#1-3), Findings (#2) and Policies; also Objectives</li> <li>• Section E, Urban and Urbanizable Land</li> <li>• Section F, River Road and Santa Clara Goals, Findings, Objectives and Policies</li> <li>• Section G, Metro Plan Diagram</li> </ul> <p>Ch III, Specific Elements:</p> <ul style="list-style-type: none"> <li>• Section A. Residential Land Use and Housing Element (Residential Land Supply and Demand Finding #11-12, Policy #A.2; Residential Density Policy #A.10; Design and Mixed Use Policy #A.24)</li> <li>• Section C. Environmental Resources Element</li> <li>• Section D. Willamette River Greenway, River Corridors, and Waterways Element</li> <li>• Section E. Environmental Design Element Goal #2; Findings (#4-6), Objectives (#5) and Policies (#E.2)</li> <li>• Section H. Parks and Recreation Facilities Element</li> </ul>
Timeline	December 2009 to July 2010





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# Springfield 2030 Refinement Plan

Section D: Proposed Land Use Efficiency Measures

December 31, 2009

**PROPOSED LAND USE EFFICIENCY MEASURES**

The Residential Lands Study Stakeholder Committee and the Planning Commission reviewed and prioritized potential Land Use Efficiency measures and recommended that the City Council consider implementing these measures or consider changing existing policies to increase the land-use efficiency derived from these measures. Two public open houses were conducted in April-May 2009 to gather input on the proposed measures. At the 4-13-09 work session, the City Council directed staff to work with the Planning Commission to develop the planning tools necessary to implement new measures. Some implementation will be deferred due to the complexity of issues and limited staff resources. This chart provides a summary of proposed policies and implementing ordinances.

<b>HIGH PRIORITY MEASURES</b>					<b>PROPOSED IMPLEMENTATION ACTIONS</b>	
<i>Land Use Efficiency Measure</i>	<i>RLS Stakeholder Committee Recommendation</i>	<i>Planning Commission Recommendation</i>	<i>City Council Recommendation</i>	<i>Input from Public Open House Survey (11 respondents)</i>	<i>Draft Springfield 2030 Refinement Plan</i>	<i>Input from Springfield 2030 Refinement Plan public review process</i>
	<b>2-28-08</b>	<b>3-18-08</b>	<b>4-13-09</b>	<b>4-2-09</b>		<b>February-March 2010</b>
1. Maximum lot size	Supports measure	No consensus. PC directed staff to monitor lot sizes to inform future discussion. Some are concerned that continuing to allow partitions that create lots larger than 1/2 acre in the unincorporated areas is not efficient use of remaining land in the UGB.	CC is reluctant to impose maximums but is interested in policies that provide variety and choice of lot sizes	High priority	Combine with #2: Minimum density in LDR District.	
2. Minimum density in the Low Density Residential district	Supports measure	No recommendation. Acknowledged the relationship between small lots and affordable housing.	Council is interested in providing options for higher density neighborhoods, lot sizes and housing types to further the goal of affordable home ownership.	Medium priority	Staff recommends: <ul style="list-style-type: none"> <li>▪ Consider adopting a minimum density of 6 dwelling units/acre net for new land divisions in the LDR to reflect the existing minimum lot sizes (4,500 and 5,000 sq. ft. and 6,000 sq. ft. for corner lots with duplexes), with exemption for non-cluster subdivisions in Hillside Development Overlay District.</li> <li>▪ Adopt code amendment to clarify the existing UF-10 land division development standards that require future development plans (shadow plat requirements).</li> <li>▪ Adopt new low-moderate density single family zoning district standards to encourage affordable small lot development (see #4).</li> </ul>	
3. Reduce street	Supports measure	Supports measure	CC recognizes the complexity of this issue.	Lower priority	A future interdepartmental work program item will address land efficiency, potential cost savings, new ways to manage	



width standards			Directed PW and DSD staff to put this on a future work program. PW to take the lead.		stormwater , climate issues, emergency access and traffic concerns. PW staff will bring examples from communities where alternative street standards had been proven effective	
4. Allow small lots	Supports measure	Supports measure	Council is interested in providing options for higher density neighborhoods, lot sizes and housing types to further the goal of affordable home ownership.	Supports measure	<ul style="list-style-type: none"> <li>▪ Staff was directed to prepare code amendments to implement a new low-moderate density single family zoning district plan designation and zoning that would allow 3,000 sq. ft. foot lots and require a density of 8-15 du/ac and to identify additional opportunities where such a district could be applied.</li> <li>▪ Staff believes the new district may be applicable to Low Density Residential neighborhoods in Glenwood and Jasper-Natron area. Opportunities will be reviewed during the Glenwood Refinement Plan Update project and Jasper – Natron planning.</li> <li>▪ Staff has identified additional opportunities where the new low-moderate density single family zoning district may be useful in resolving existing plan zone conflicts. Staff will provide information to the Planning Commission at a future work session.</li> </ul>	
5. Cluster development: examine barriers that discourage the use of cluster development	Supports measure	Supports measure and asked staff for additional information to identify impediments.	Supports measure.	Supports measure	<ul style="list-style-type: none"> <li>▪ Staff will prepare draft code amendments to remove/reduce regulatory impediments and identify incentives to encourage and reward cluster development.</li> <li>▪ Staff will prepare draft code amendments to clarify how cluster development and density transfers standards may be applied in the Hillside Overlay District.</li> <li>▪ Street design standards are currently an impediment. See # 3.</li> </ul>	
6. Increase allowed densities.	Consider increasing (or eliminating) density maximums in high density zones	The Planning Commission prioritized higher density development in the Glenwood and Downtown Urban Renewal Districts and in Gateway.	Supports measure.	Supports measure	<ul style="list-style-type: none"> <li>▪ Staff proposes to increase density maximums in existing high density districts within ¼ mile of EmX transit stations (Transit Corridor Overlay District).</li> <li>▪ Consider increasing density minimums in Glenwood Riverfront District and Downtown District, as guided by current planning efforts.</li> <li>▪ Consider instituting a density bonus program to allow and encourage additional density/ building height increases in “receiving” areas identified in the Glenwood and Downtown District plans.</li> </ul>	

7. Increase opportunities for development of duplexes, etc.	Consider expanding where duplexes, triplexes, or quadplexes are allowed, including allowing more of these housing types in LDR if appropriate. This includes considering elimination of the restriction that allows duplexes on corner lots only in LDR to allow more duplexes in subdivisions.	Supports measure with added language: "Consider design standards in developing such housing" to the measure.	Supports measure	Supports measure	<ul style="list-style-type: none"> <li>▪ Adopt new low-moderate density single family zoning district standards to encourage affordable small lot development</li> <li>▪ Staff proposes to work with the Planning Commission to develop "Universal Design Standards" for residential development that are equitable, clear and objective to replace current standards which require a more complex and less certain land use review process for attached housing, cluster development and multifamily housing.</li> <li>▪ Staff proposes consideration of a simplified and expedient Type I design/development review process (Ministerial decision) for review of residential permit applications for uses permitted outright in the zone.</li> </ul>	
<b>MEDIUM PRIORITY MEASURES</b>					<b>PROPOSED IMPLEMENTATION ACTIONS</b>	
8. Nodal development	Consider additional areas for nodal development	Supports measure	Supports measure	Supports measure	<ul style="list-style-type: none"> <li>▪ Consider expansion of the Glenwood node through the Glenwood Refinement Plan process</li> <li>▪ Consider expansion of the Downtown node through the Downtown District Plan process</li> <li>▪ Consider future work program project: Downtown to Gateway EmX Corridor Plan to identify and evaluate nodal development opportunities along the new transit corridor</li> <li>▪ Consider future work program project: Main Street Corridor plan</li> <li>▪ Apply TC Overlay District to existing high density housing areas within ¼ mile of transit stations.</li> <li>▪ Implement Jasper-Natron Specific Plan ND</li> </ul>	
9. Allow mixed-use development	Consider additional areas to allow mixed-use in conjunction with the CIBL study.	Supports measure	Supports measure	Supports measure	<ul style="list-style-type: none"> <li>▪ UGB Alternatives Analysis to consider locations for mixed use areas</li> <li>▪ Consider future work program project: Main Street Corridor plan</li> <li>▪ Update Glenwood Refinement Plan to expand mixed use concept beyond the Glenwood Riverfront Plan site.</li> <li>▪ Consider future work program project: Downtown to Gateway EmX Corridor Plan to identify and</li> </ul>	



					<p>evaluate mixed use development concepts along the new transit corridor.</p> <ul style="list-style-type: none"> <li>Consider creation of an “ Employment Campus/Employment Center” mixed use employment plan designation and consider applying the designation to existing and new Campus Industrial areas located along transit corridors</li> </ul>	
10. Transit Oriented Development	Consider increasing densities allowed along transit corridors.	Supports measure	Supports measure	Supports measure	<ul style="list-style-type: none"> <li>Downtown District Plan</li> <li>Glenwood Refinement Plan Update</li> <li>Consider Transit Corridor Overlay Plan Designation (see #6)</li> </ul>	
11. Allow Co-Housing	Explore barriers to allowing co-housing development in LDR.	Supports measure and added “Consider co-housing with design standards in high-density zones”	Supports measure	Supports measure	No proposal has been developed at this time	
<b>LOW PRIORITY MEASURES</b>					<b>PROPOSED IMPLEMENTATION ACTIONS</b>	
12. Density bonus	Supports measure	Supports measure	Supports measure	Lower priority	Staff proposes consideration of exception to building height limit and/or additional density in designated density receiving areas (Glenwood Riverfront District and Downtown District) when developer provides specified community benefits such as construction of affordable housing units or dedication of public open space - to encourage high density development and to achieve community development objectives. Such a program would require add'l staff time to develop, implement and administer.	
13. Transfer of Development Rights	Supports measure	Supports measure	Supports measure	Lower priority	No proposal has been developed at this time	
14. Expedited Project Review	Supports measure	Supports measure	Supports measure	50/50 Supports measure/ Lower priority	Staff proposes consideration of a simplified and expedient Type I design/development review process (Ministerial decision) for review of residential permit applications for residential uses permitted outright in the zone.	
15. Accessory Dwelling Units	Supports measure	Supports measure	Supports measure	Med-low priority	<p>Staff consideration of a simplified and expedient Type I design/development review process (Ministerial decision) for review of residential permit applications for residential uses permitted outright in the zone.</p> <p>Staff proposes to work with the Planning Commission to develop “Universal Design Standards” for residential</p>	

					development that are equitable, clear and objective to replace current standards which single out attached housing, cluster development and multifamily housing.	
16. Multifamily Tax Credit	Consider modifying the code to give more flexibility for accessory dwelling units	Supports measure	Supports measure	Low priority	Staff proposes consideration of a simplified and expedient Type I design/development review process (Ministerial decision) for review of residential permit applications for residential uses permitted outright in the zone, including Accessory Dwelling Units. Staff proposes consideration of establishing another Vertical Housing Tax Credit District in the Glenwood Riverfront District (we currently have this tool in Downtown only).	



## Assessment of Proposed Land Use Efficiency Measures in Springfield

Springfield is proposing to implement Land Use Efficiency measures as part of the 2030 Refinement Plan. This document - prepared by ECONorthwest – has been annotated and highlighted by Springfield staff to provide an overview of how Springfield intends to evaluate the effects of the proposed measures. Calculation of numeric effects of specific measures on the land supply will be determined during the public process for the UGB Alternatives Analysis and Springfield 2030 Refinement Plan. Please note that Land Use Efficiency measures that affect the commercial and industrial land supply have already been assumed in the CIBL inventory. 52% of employment growth is assumed to be through redevelopment.

# Description and Assessment of Reasonable Measures Policies<sup>1</sup>

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Appendix D

This appendix presents the menu of reasonable measures for jurisdictions to consider. The discussion of each measure includes a description of the policy, what its intended effects are, and a discussion of how to evaluate, or if possible, estimate, each measure's impact on land holding capacity. This appendix is not intended to provide an in-depth discussion of policy language or how to implement and administer specific policies.

It is common for jurisdictions to adopt combinations of policies to manage growth and improve the efficiency and holding capacity of land uses. Such policy groupings, however, are not necessarily cumulative in their intent or impact. Policies that address similar issues may not be mutually reinforcing. For example, having policies in residential zones for maximum lot size and minimum density essentially address the same issue—underbuild in residential zones. Thus, communities should carefully consider their policy programs and evaluate each policy both individually and in consideration of other policies.

### MEASURES TO INCREASE RESIDENTIAL DENSITY

<b>Measure:</b>	<b>Permit Accessory Dwelling Units (ADUs) in single family zones.</b>
Description:	Communities use a variety of terms to refer to the concept of accessory dwellings: secondary residences; "granny" flats; and single-family conversions, among others. Regardless of the title, all of these terms refer to an independent dwelling unit that shares, at least, a tax lot in a single-family

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<sup>1</sup> The evaluation of policies presented in this appendix was initially developed by ECONorthwest for Snohomish County. The evaluation was included in ECO's report titled *Recommended Method for Evaluating local Reasonable Measures Programs*, June 2003.

zone. Some accessory dwelling units share parking and entrances. Some may be incorporated into the primary structure; others may be in accessory structures. Accessory dwellings can be distinguished from “shared” housing in that the unit has separate kitchen and bathroom facilities. ADUs are typically regulated as a conditional uses. Some ordinances only allow ADUs where the primary dwelling is owner-occupied.

- Potential Benefits: Increases residential land holding capacity. Densities are increased within existing developed areas with minimal visual disruption.
- Other Planning Goals: Accessory dwelling units provide another housing option for changing demographics. They preserve affordable options for local residents to downsize and stay in the neighborhood as they age, and for new residents seeking more compact living quarters. ADUs can also make better use of existing infrastructure.
- Scale of Impact: Small. Communities that have adopted ADU ordinances have generally reported that few applications occur each year. Moreover, single-family subdivisions may have CC&Rs that prohibit ADUs.
- Estimating Impacts: **Estimating impacts of an ADU ordinance require estimating the number of permits that will be issued annually. This is a function of two factors: (1) the geographic extent of application of the ADU ordinance; (2) the specific requirements for approval of an ADU. Most cities that have ADU ordinances have not seen a lot of activity. For example, the City of Portland, Oregon received about 5 permits annually for the first several years after adopting its ordinance in 1981.**
- To calculate the impact, estimate the number of permits issued annually and multiply it by an average lot size assumption for a single-family dwelling (probably between 5,000 and 8,000 square feet). This can provide an upper boundary estimate of the amount of land saved by the ADU ordinance.**
- Data Sources: Use of ADU ordinances in nearby or comparable cities.
- Ease of Administration: Technical – Easy. Many model ADU ordinances exist and can easily be accessed through Web sites. ADUs would require land use applications and are typically subject to conditional use standards.
- Political – Moderate. ADUs can be controversial due to perceptions of impacts to existing



neighborhoods.

Market – Difficult. While demand exists for affordable housing in many cities, development of ADUs is typically initiated by property owners rather than developers. Because ADUs are developed one at a time, no economy of scale exists for developers.

Applicability:

All urban areas.

Conditions for Success:

Low density neighborhoods that do not have CC&Rs. These conditions typically exist in older neighborhoods. City policies must allow and encourage development of ADUs. Market for small, low-income housing.

**Measure:**

**Provide Multifamily Housing Tax Credits to Developers**

Description:

Local governments can provide tax credits to developers for new or rehabilitated multi-family housing. Tax credits provide an incentive to developers by reducing future tax burden. In some markets, this can make projects financially feasible. This policy is intended to encourage development of multifamily housing, primarily in urban centers. This policy is primarily applicable in larger cities and is typically offered for projects that meet specific criteria.

Potential Benefits:

This encourages increased and improved residential opportunities within urban centers where there is insufficient housing. It is intended to stimulate new multifamily housing construction as well as rehabilitation of existing vacant and under-utilized buildings for multifamily housing targeting both renters and owners.

Other Planning Goals:

Multifamily units can provide affordable housing for low-income residents.

Scale of Impact:

Small to moderate. Successful cities in the Puget Sound Region typically facilitate fewer than 100 dwelling units per year using this policy.

Estimating Impacts:

Estimating the impact of this measure requires an estimate of frequency of use and the number of units affected. This will depend on several factors: (1) the amount of money available for tax credits; (2) the amount of the tax credits (i.e., the degree to which the credits provide incentive to develop multi-family housing versus other housing types); (3) the amount of multi-family housing being developed without tax credits; the amount of land on which the credits are applicable.

Data Sources:	Local multi-family tax credit programs (city or local housing authority); use of programs in nearby or comparable cities.
Ease of Implementation:	<p>Technical — Moderate to Difficult. Tax incentives may not be sufficient incentive to attract development in some areas.</p> <p>Political — Moderate. Community residents may object to public dollars going to private developers. Neighbors may resist development of units due to perceptions of impacts to land values and characters in existing neighborhoods.</p> <p>Market — Easy to Moderate. In larger, fast growing communities, demand for affordable housing is likely to be high.</p>
Applicability:	.All urban areas
Conditions for Success:	Demand for affordable housing in markets where profitability of affordable housing is marginal.
<b>Measure:</b>	<b>Provide Density Bonuses to Developers</b>
Description:	The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This policy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones.
Potential Benefits:	Bonuses can increase densities in urban areas and create an incentive for providing neighborhood amenities. They can also be used as receiving zones to preserve resource lands by buying or transferring development rights from rural to urban areas.
Other Planning Goals:	Can be used to preserve nearby open space that is vulnerable to development.
Scale of Impact:	Moderate to large. Depending on the type and amount of bonus, this approach can result in densities of 200% or more of allowable density.
Estimating Impacts:	Theoretical impact can be estimated by comparing actual densities measured in the underlying zone with theoretical density based on allowable density bonuses. This approach, however, will probably overestimate impacts since developers may choose to use less than the full density bonus. A case study approach that evaluates impacts in cities with similar policies can provide some indication of the level of impact.

Data Sources:	Interviews with local developers; data from cities with similar policies.
Ease of Implementation:	<p>Technical — Moderate to difficult. Policies need to be written with clear guidelines so developers can easily understand when they are eligible for bonuses and to what extent they can increase densities.</p> <p>Political — Moderate. Increased density may be unpopular with existing residents.</p> <p>Market — Moderate. There must be a market demand for denser single-family housing.</p>
Applicability:	Large fast growing; Small fast growing
Conditions for Success:	Market demand for high-density residential housing.
<b>Measure:</b>	<b>Allow Clustered Residential Development</b>
Description:	Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review.
Potential Benefits:	Clustering may allow more efficient use of land in addition to providing open space. The technique also encourages a neighborhood feeling. It allows critical areas to be protected while still permitting both urban and rural development.
Other Planning Goals:	Can be used to preserve particular tracts of land, creating open space or avoiding development in areas of critical natural resources or with natural hazards.
Scale of Impact:	Moderate. Clustering can increase density, however, if other areas of the site that could otherwise be developed are not developed, the scale of impact can be reduced.
Estimating Impacts:	Calculate the area (in acres) of lands where clustering is required or encouraged. Estimate overall density of development on the sites under the base zoning. Potentially make market adjustments for underbuild.
Data Sources:	Local GIS data, expert interviews, review of zoning regulations.
Ease of Implementation:	Technical — Easy. Clustering has commonly been used with site review or flexible design standards. Few Snohomish County communities have clustering policies.

	Political — Easy. Clustering has few perceived negative attributes, and existing residents are unlikely to resist it.
	Market — Easy. Cluster development tends to look different than tract housing, making them desirable in the housing marketplace.
Applicability:	All urban areas
Conditions for Success:	Flexible design standards, to allow and encourage creative development.
<b>Measure:</b>	<b>Allow Co-housing</b>
Description:	Co-housing communities balance the traditional advantages of home ownership with the benefits of shared common facilities and connections with neighbors. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones.
Potential Benefits:	It provides another choice in a variety of housing options.
Other Planning Goals:	Can be used to preserve particular tracts of land, preserving open space. Can also be used as an affordable housing option.
Scale of Impact:	Small. While co-housing may be able to achieve multi-family housing densities, it is unlikely that this housing type would make up a large portion of new housing stock, thereby diminishing its impact.
Estimating Impacts:	Inventory areas where co-housing is allowed as an outright or conditional use. Make assumptions about the rate of co-housing development based on case study analysis, discussion with market experts, or previous trends. Estimate the amount of additional dwelling units created as a result of allowing co-housing.
	Density may be a secondary objective of many co-housing ordinances. Thus, it is important to document these other objectives such as providing additional affordable housing units, preserving land, etc.
Data Sources:	GIS inventory data, case studies of jurisdictions that allow co-housing.
Ease of Implementation:	Technical — Easy to moderate. Developing cohousing policies is relatively simple.
	Political — Moderate. Some communities have experienced political controversy when considering such ordinances. But to non-residents, the co-housing looks much like clustered developments.

	Market — Difficult. Demand for co-housing is small, but may grow.
Applicability:	All urban areas
Conditions for Success:	Market demand for co-housing opportunities. Local policies and development ordinances that allow cohousing.
<b>Measure:</b>	<b>Allow Duplexes, Townhomes, and Condominiums in single-family zones</b>
Description:	Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multi-family housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones.
Potential Benefits:	These housing types can increase overall density of residential development. They provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.
Other Planning Goals:	They provide options for changing demographics, allowing local residents to downsize their residences while staying in their communities as they age.
Scale of Impact:	Small to moderate. Most jurisdictions already allow these housing types.
Estimating Impacts:	Data from the land supply monitoring process should include these housing types. Conduct density analysis of existing duplexes, condominiums, and townhouses for a specified time period. Calculate net density and rate of development for these housing types. Estimate the amount of land available for these housing types and assume some future rate of development. Estimate difference between historical and estimated densities.
Data Sources:	Local GIS data.
Ease of Implementation:	<p>Technical — Easy. These housing types would be added to the list of outright allowable uses in appropriate zones.</p> <p>Political — Moderate. Duplexes and townhouses can be controversial due to perceptions of impacts to existing neighborhoods.</p> <p>Market — Easy. Duplexes, townhouses, and condominiums can fill a market demand for lower cost and smaller housing.</p>

Applicability:	All urban areas
Conditions for Success:	Market for these housing types; local policies that allow or encourage development of duplexes, townhouses and condominiums.
<b>Measure:</b>	<b>Increase Allowable Residential Densities</b>
Description:	This approach seeks to increase holding capacity by increasing allowable density in residential zones. It gives developers the option of building to higher densities. This approach would be implemented through the local zoning or development code.
Potential Benefits:	Higher densities increase residential land holding capacity. Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost effective.
Other Planning Goals:	Smaller lots can yield more housing options for low-income residents.
Scale of Impact:	Moderate to high. The actual impact will depend on the amount of the density increase and the size of area upon which it is applied.
Estimating Impacts:	Calculate maximum allowable density for existing zoning and for increased densities. Make assumptions about densities under new density rules considering underbuild and market factors. Identify number of acres increased densities will be allowed on. Multiply assumed densities (in gross acres) by number of acres to estimate dwelling units. Subtract estimated number of dwelling units under old density standards to estimate increased productivity.
Data Sources:	Local GIS data. Data on historical densities and underbuild in residential zones.
Ease of Implementation:	<p>Technical — Easy. Increased density standards are simple to implement—the standards would be applied at the development review phase.</p> <p>Political — Moderate. Increased density standards may be politically unpopular with existing residents.</p> <p>Market — Easy. More varied housing options provides a greater diversity of housing stock to homebuyers.</p>
Applicability:	All urban areas
Conditions for Success:	Market for higher density housing.

<b>Measure:</b>	<b>Mandate Minimum Residential Densities</b>
Description:	This policy is typically applied in single-family residential zones and it places a lower bound on density. Minimum residential densities in single-family zones are typically implemented through maximum lot sizes. In multiple-family zones they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones.
Potential Benefits:	This policy increases land holding capacity. Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate underbuilding in residential areas, and make provision of services more cost effective.
Other Planning Goals:	They promote a more consistent neighborhood fabric, reduce street costs, create areas with a more pedestrian scale, and are more transit-friendly.
Scale of Impact:	Moderate to large. The actual impact depends on the observed amount of underbuild and the minimum density standard.
Estimating Impacts:	Calculate historic densities for each zone. Subtract historic density from minimum density required under the new standard. Apply difference to the number of buildable acres to estimate the minimum impact of the new density standard.
Data Sources:	Land supply monitoring data, local GIS data.
Ease of Implementation:	<p>Technical — Easy. This would require a modification to existing zoning codes. Application of the policy would be completed at the time of development review.</p> <p>Political — Moderate. Some developers may feel that the regulation restricts their ability to develop their property the manner they choose.</p> <p>Market — Easy to Moderate: Depends on the local demand for large lots.</p>
Applicability:	All cities.
Conditions for Success:	Significant underbuild in residential zones. Setting minimum densities higher than the market will bear can result in slower rates of residential development or shifting of development to other cities.
<b>Measure:</b>	<b>Reduce Street Width Standards</b>
Description:	This policy is intended to reduce land used for streets and slow down traffic. Street standards are

	typically described in development and/or subdivision ordinances. Reduced street width standards are most commonly applied on local streets in residential zones.
Potential Benefits:	Narrower streets make more land available to housing and economic-based development.
Other Planning Goals:	They slow neighborhood traffic and increase livability. They are more pedestrian friendly, enhance the sense of neighborhood, and can lower capital and maintenance costs.
Scale of Impact:	Moderate. Land used for streets and other public facilities ranges from 15% to 30% or more depending on the type of development. Narrow streets can reduce land used for streets by 25% resulting in a decrease 5%-10% in total land consumption.
Estimating Impacts:	Estimate linear street distance and area per acre based on observations in existing development. Apply new street standard to estimate street area per acre and land available for residential development. Calculate net density (du/net acre) based on new street width standard.
Data Sources:	Local GIS data.
Ease of Implementation:	Technical — Moderate. Emergency service providers frequently have concerns with access on narrow streets.  Political — Easy to moderate. Although some residents may resist a change to narrower streets, having become accustomed to wide streets.  Market — Easy. Narrow streets do not appear to be a major demand factor.
Applicability:	All urban areas
Conditions for Success:	Wide local street standards; ability to address emergency access concerns.
<b>Measure:</b>	<b>Allow Small Residential Lots</b>
Description:	Small residential lots are generally less than 5,000 sq. ft. This policy allows individual small lots within a subdivision or short plat. Small lots can be allowed outright in the minimum lot size and dimensions of a zone, or they could be implemented through the subdivision or planned unit development ordinances.
Potential Benefits:	This policy is intended to increase density and lower housing costs. Small lots limit sprawl, contribute to the more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership



	opportunities to broader income ranges and provide additional variety to available housing types.
Other Planning Goals:	Small lots provide another housing option for changing demographics. They preserve affordable options for local residents to downsize and stay in the neighborhood as they age, and for new residents seeking more compact living quarters.
Scale of Impact:	Small to moderate. Cities have adopted minimum lot sizes as small as 3,000 sq. ft. However, it is uncommon to see entire subdivisions of lots this small. Small lots typically get mixed in with other lot sizes.
Estimating Impacts:	<b>Estimate increases in net density based on flexible minimum lot size using data from comparable cities or by estimating the number of small lots and the impact on net densities.</b>
Data Sources:	Observed densities in similar zones; case studies of comparable cities.
Ease of Implementation:	<p>Technical — Easy. Increased density standards are simple to implement—the standards would be applied at the development review phase.</p> <p>Political — Moderate. Increased density standards may be politically unpopular with existing residents.</p> <p>Market — Easy. More varied housing options provides a greater diversity of housing stock to home buyers.</p>
Applicability:	All urban areas
Conditions for Success:	Demand for affordable housing, housing designs that work on small lots.
<b>Measure:</b>	<b>Encourage Infill and Redevelopment</b>
Description:	This policy seeks to maximize use of lands that are fully-developed or underdeveloped. Make use existing infrastructure by identifying and implementing policies that (1) improve market opportunities, and (2) reduce impediments to development in areas suitable for infill or redevelopment.
Potential Benefits:	Can reduce sprawl development by reusing land within developed areas and where services are already provided, contributing to more efficient use of land. Infill and redevelopment can increase density of development, but does not always have that effect.
Other Planning Goals:	Infill can achieve a number of community objectives, such as redevelopment of blighted areas, creation of a vital and viable business district, increased housing densities, and broader shopping opportunities.

Scale of Impact:	Small to moderate. Scale of impact depends on the amount of land available for infill.
Estimating Impacts:	<p>It is best to estimate the impacts of infill and redevelopment sites separately. For infill, begin with an inventory of infill sites. Estimate development potential (in terms of jobs and dwelling units) on land available for infill based on observed densities in the underlying zone.</p> <p>For redevelopment, review local building permits on demolitions and reconstruction by type. If possible calculate density before and after redevelopment. Develop rate and density assumptions for redevelopment by zone.</p>
Data Sources:	Local building permit data, local GIS data, interviews with local realtors and developers.
Ease of Implementation:	<p>Technical — Easy. Policies would be implemented at time of development review.</p> <p>Political — Moderate. Infill can be controversial due to perceptions of impacts to existing neighborhoods.</p> <p>Market — Moderate to difficult. Infill and redevelopment is generally more expensive than developing green fields. Cities with large inventories of buildable lands will find infill and redevelopment more challenging and may need to consider incentives.</p>
Applicability:	All urban areas
Conditions for Success:	Inventory of infill and/or redevelopable sites. Market conditions that are conducive to redevelopment. Incentives that encourage redevelopment.
<b>Measure:</b>	<b>Plan and zone for affordable and manufactured housing development</b>
Description:	This policy would add manufactured housing as an outright use in specified residential zones. This policy ensures that land is available for this housing type.
Potential Benefits:	Affordable and manufactured housing tends to be smaller than other housing types, and can be built to a higher density.
Other Planning Goals:	Manufactured housing is an affordable housing type for many households. The policy expands housing choices for low-income residents. As an outright use in the zoning code, potential NIMBY issues with manufactured housing can be avoided.
Scale of Impact:	Small. This policy is primarily about housing choice, however, manufactured housing densities are frequently higher than standard site built densities.

**Comment [p1]:** Springfield is preparing specific plans for the Glenwood Riverfront District and the Downtown District. These Plans provide capacity analyses of each target redevelopment area within the districts. Results of these studies will be incorporated into the Proposed Springfield 2030 Refinement Plan. The City intends to submit Plan amendments in 2010 for both districts.

Development capacity in target redevelopment areas identified in the Springfield 2030 Refinement Plan as "Future Planning Studies" will be evaluated in the course of those studies.

Estimating Impacts:	The most obvious indicator for this measure is the number of acres that are in zoning districts that allow affordable or manufactured housing, or both. Not all land where such housing is allowed will be developed as affordable or manufactured housing, so some method to estimate rate of development is required. For jurisdictions that already allow such housing types, reviewing the number of building permits provides a sound basis. Jurisdictions considering such policies should review trends in jurisdictions with comparable policies.
Data Sources:	Local zoning ordinance, GIS data, building permit data, case studies of other jurisdictions.
Ease of Implementation:	<p>Technical — Easy. This policy would be implemented during the land use review process.</p> <p>Political — Moderate to difficult. More affluent communities are more likely to resist the development of housing for low-income individuals and families.</p> <p>Market — Easy to moderate. Communities with few affordable housing units would expand their supply, giving low-income residents more options.</p>
Applicability:	All urban areas
Conditions for Success:	Political support for residential zones that allow manufactured and affordable housing types. A market for affordable housing.

**MEASURES THAT SUPPORT INCREASED DENSITIES**

<b>Measure:</b>	<b>Encourage the Development of Urban Centers and Urban Villages</b>
Description:	An urban center or urban village provides mixed uses with a development. Residences are near retail establishments, parks, schools, and other urban amenities. The goal of urban centers and villages is to create integrated, more complete, and inter-related neighborhoods. Such concepts are often implemented through specific area or downtown plans and may require public investment.
Potential Benefits:	These centers and villages provide locally-focused shopping opportunities and urban amenities together with increased densities which increase livability and reduce the dependence on SOVs. They are a more efficient use of land, encourage more transportation or mobility options (due to connected streets), and provide for urban services more cost-effectively. These are in stark contrast to

	stand-alone tracts of single-use developments that are not related to nor connected to the rest of the community or adjacent neighborhoods.
Other Planning Goals:	They reduce the need to drive for basic services and shopping.
Scale of Impact:	Large. Urban centers can create higher densities within the centers, and may also create incentive for higher densities on adjacent lands.
Estimating Impacts:	The first step is to inventory acres in the urban center designation. The next step is to review policies and zoning regulations that govern the vision for the area and specific uses and densities. The output of this exercise should be an estimate of the residential/employment split in the area, and assumptions about residential and employment densities which can then be used to estimate land holding capacity.
Data Sources:	Local policies and zoning regulations; case studies; housing/employment split and density assumptions.
Ease of Implementation:	<p>Technical — Difficult. Development of urban centers requires considerable planning and typically involves public investment to achieve desired development patterns and densities. Many cities indicate that retail is a challenge in mixed-use urban centers.</p> <p>Political — Moderate. Because it is technically difficult to achieve, developers may resist investing in this type of development. Moreover, local decision makers must support public investments.</p> <p>Market — Easy to Moderate. Existing urban center developments have sold well in residential markets, but have had more difficulty filling retail space.</p>
Applicability:	All urban areas
Conditions for Success:	Substantial investment in planning efforts. Possible public investment in infrastructure and other elements to encourage private development.
<b>Measure:</b>	<b>Allow Mixed Uses</b>
Description:	The zoning code would specifically allow multiple uses in a zone, instead of all residential, or all commercial. Mixed uses can be vertical (i.e., multiple uses within a single building) or horizontal (i.e., multiple uses in a given geographic area).
Potential Benefits:	This technique can provide a broader variety of housing options, allowing people to live, work, and shop in nearby areas. Mixed uses in the same area encourage more pedestrian and transit-friendly access, reduce the demand on transportation services and facilities, make goods and services

**Comment [p2]:** Springfield is preparing specific plans for the Glenwood Riverfront District and the Downtown District. These Plans provide capacity analyses of each target redevelopment area within the districts. Results of these studies will be incorporated into the Proposed Springfield 2030 Refinement Plan. The City intends to submit Plan amendments in 2010 for both districts.

	accessible to non-drivers, and reduce peoples' dependence on vehicles for mobility.
Other Planning Goals:	Mixed use development can reduce automobile trips by creating shopping and employment opportunities in closer proximity to housing.
Scale of Impact:	Small to moderate. Higher density is one objective of mixed-use development, but not the primary objective.
Estimating Impacts:	The first step is to inventory acres in the mixed-use designation. The next step is to review policies and zoning regulations that govern the vision for the area and specific uses and densities. The output of this exercise should be an estimate of the residential/employment split in the area, and assumptions about residential and employment densities which can then be used to estimate land holding capacity.
Data Sources:	Local policies and zoning regulations; case studies; housing/employment split and density assumptions.
Ease of Implementation:	<p>Technical — Moderate to difficult. Development of a mixed-use zone is relatively easy, but developing a comprehensive set of policies to implement a successful mixed-use district, to determine where to apply the district, can be challenging.</p> <p>Political — Moderate. Residents may resist mixed-use development in areas that are already developed.</p> <p>Market — Moderate. Mixed-use development is becoming more widely accepted and common. Mixed-use development can be difficult in the face of market conditions and often requires public subsidy</p>
Applicability:	Larger communities; areas with larger tracts of land; areas where redevelopment or revitalization is desired; downtowns.
Conditions for Success:	Public support, demand for a variety of housing types, design that integrates uses in an appropriate manner.
<b>Measure:</b>	<b>Encourage Transit-Oriented Design</b>
Description:	The goal of transit-oriented development is to create development patterns that complement transit. Transit-oriented development allows people to more easily use transit systems and helps businesses near transit stations be more accessible. When done well, the result will be desirable urban neighborhoods.
Potential Benefits:	Transit allows denser development with less traffic congestion, reduces dependence on single

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	occupancy vehicles (SOV), and provides transportation options for broader segments of the population who cannot drive (elderly, disabled, children, low-income without vehicles, etc.).
Other Planning Goals:	Can reduce the number of car trips.
Scale of Impact:	Moderate to large. Like mixed-use development, transit-oriented development is intended to result in higher density development that supports transit. Transit-oriented development can result in higher densities than would otherwise be expected.
Estimating Impacts:	The first step is to inventory acres in the transit center designation. The next step is to review policies and zoning regulations that govern the vision for the area and specific uses and densities. The output of this exercise should be an estimate of the residential/employment split in the area, and assumptions about residential and employment densities which can then be used to estimate land holding capacity.
Data Sources:	Local policies and zoning regulations; case studies; housing/employment split and density assumptions.
Ease of Implementation:	<p>Technical — Difficult. Transit-oriented design requires coordinated planning and implementation on a relatively large scale in urban areas.</p> <p>Political — Moderate. Must support investment in transit.</p> <p>Market — Moderate to difficult. Must be able to show market for mixed-uses and/or higher densities that are common with transit-oriented development. May require public investment.</p>
Applicability:	Urban areas with transit systems
Conditions for Success:	Strong transit system; vacant or redevelopable land near transit stations.
<b>Measure:</b>	<b>Downtown Revitalization</b>
Description:	Downtown revitalization includes redevelopment of blighted areas, developing a viable business district, and improving retail opportunities.
Potential Benefits:	It provides housing and employment options, reduces sprawl development by reusing land within developed areas and where services are already provided, increases economic opportunities, and contributes to more efficient use of land.
Other Planning Goals:	Downtown revitalization can seek to achieve a number of community objectives: redevelopment of blighted areas, creation of a vital and viable

	business district, increased housing densities, and broader shopping opportunities are a few.
Scale of Impact:	Moderate to large. Combined with other policies, downtown revitalization efforts can potentially lead to significant increases in density.
Estimating Impacts:	Estimating impacts of downtown revitalization efforts can be difficult. Many of the efforts may not directly relate to density. Some of the key factors in such an analysis would be to document vacancy rates and inventory sites targeted for redevelopment. Vacancy rates and redevelopment sites will allow an estimate of residential and employment capacity. Finally, the revitalization strategy will take time for implementation. A certain percentage of capacity should be allocated over the revitalization planning period.
Data Sources:	Revitalization plan; vacancy rate; inventory of redevelopment sites; capacity assumptions.
Ease of Implementation:	Technical — Difficult. Most downtown revitalization efforts require substantial public investment without a clear guarantee of success.  Political — Moderate. While many members of the communities support the idea of a vital downtown, building political support to fund redevelopment can be difficult.  Market — Difficult. Throughout the country, downtowns have lost tenants to suburban malls. Powerful economic forces have contributed to the shift, and many firms may be uninterested in moving to a downtown.
Applicability:	Communities with declining downtown areas
Conditions for Success:	Broad community support.
<b>Measure:</b>	<b>Specific Development Plans</b>
Description:	Work with landowners, developers, and neighbors to develop a detailed site plan for development of an area. Allow streamlined approval for projects consistent with the plan. This policy results in a plan for a specific geographic area that is adopted as a supplement or amendment to the jurisdictions comprehensive land use plan.
Potential Benefits:	Allows small-area specific plans that are responsive to local conditions. Allows a local vision for a site to be developed in a coordinated fashion. Can be used to increase density, create mixed-use development, preserve critical natural areas, as well as other objectives.
Other Planning Goals:	They can help create developments that are attractive, safe, and consistent with neighborhood

**Comment [p4]:** Springfield is preparing specific plans for the Glenwood Riverfront District and the Downtown District. These Plans provide capacity analyses of each target redevelopment area within the districts. Results of these studies will be incorporated into the Proposed Springfield 2030 Refinement Plan. The City intends to submit Plan amendments in 2010 for both districts.

	character, historic preservation, or other desired features.
Scale of Impact:	Moderate to large. A specific development plan can lead to land use patterns and densities that would not otherwise be allowed in an area.
Estimating Impacts:	Jurisdictions considering this policy should identify areas targeted for specific development plans. They should also have a vision for what such plans are intended to accomplish in terms of density and development patterns. The desired densities can then be applied to acreages to estimate impacts. This can then be compared to existing zoning to determine impacts on land holding capacity.
Data Sources:	Case studies; inventories; density goals.
Ease of Implementation:	Technical — Moderate to difficult. Specific development plans require time, money, and public involvement.  Political — Easy to moderate. Gaining political support for specific area plans will depend on the characteristics of the area in question and the urgency of the issues the plan will address.  Market — Moderate to difficult. Having a specific area plan does not ensure that development will immediately occur. The market for development should be considered in the plan.
Applicability:	All urban areas.
Conditions for Success:	Strong political support; a market for the development types proposed.
<b>Measure:</b>	<b>Interim Development Standards</b>
Description:	Interim development standards are intended to preserve land in urbanizable areas for future development at urban densities. Apply policies and standards that preserve opportunities for future infill development at planned densities. Interim development standards are typically applied through a jurisdiction's zoning ordinance as an overlay.
Potential Benefits:	Can prevent land from developing at lower than desirable densities or in patterns that are not consistent with other planning objectives.
Other Planning Goals:	Promotes development within urban areas where services will be available and are cost effective to provide. It can reduce sprawl development, thereby reducing reliance on cars for transportation.
Scale of Impact:	Small to moderate. The scale of impact will depend on the amount of infill potential.

**Comment [p5]:** Springfield is preparing specific plans for the Glenwood Riverfront District and the Downtown District. These Plans provide capacity analyses of each target redevelopment area within the districts. Results of these studies will be incorporated into the Proposed Springfield 2030 Refinement Plan. The City intends to submit Plan amendments in 2010 for both districts.

Development capacity in target redevelopment areas identified in the Springfield 2030 Refinement Plan as "Future Planning Studies" will be evaluated in the course of those studies.



Estimating Impacts:	Identify the number of acres with interim development standards. If this policy is effective, the restricted land will effectively be land banked, causing development to occur elsewhere. It is difficult to assess the impacts of this policy. Jurisdictions that adopt such policies should establish a monitoring program to evaluate impacts.
Data Sources:	Case studies; inventory; local monitoring.
Ease of Implementation:	Technical — Moderate to difficult. Interim development standards require careful thought and discussion and need to reflect location-specific objectives.  Political — Moderate to difficult. This policy requires property owners to potentially delay development of their land, or to develop in different ways.  Market — Easy. This policy does not rely on market forces.
Applicability:	All all urban areas, especially those that want to promote infill
Conditions for Success:	Large inventories of developable land where low density and/or non-contiguous development can occur.
<b>Measure:</b>	<b>Encourage developers to reduce off-street surface parking</b>
Description:	This policy provides incentives to developers to reduce the amount of off-street surface parking through shared parking arrangements, multi-level parking, or use of alternative transportation modes.
Potential Benefits:	Reduces surface parking—a major use of land. Less land used for parking can improve the overall land holding capacity—particularly for commercial lands.
Other Planning Goals:	Reduces impermeable surfaces, reducing water run-off.
Scale of Impact:	Small to moderate. Many businesses depend on ample parking to attract customers. The policy is probably more effective for office development.
Estimating Impacts:	Evaluate the difference between the relaxed parking standards and existing standards. Estimate the amount of development, by type and how many parking spaces would be required under the existing and relaxed standards. Estimate the average amount of land used per parking space and multiply it by the difference between number of spaces needed under existing standards and the relaxed standards.
Data Sources:	Analysis of land dedicated to parking, by zone, for selected areas.

**Comment [p6]:** Springfield's UF-10 Overlay District requires a shadow platting process as an interim development standard to ensure that ultimate development to full urban densities is not impeded by interim land divisions and construction. The Springfield 2030 Refinement Plan Urbanization Element proposes to designate new urbanizable lands as "Urban Holding Areas".

**Comment [p7]:** Springfield is not pursuing this measure at this time. However, Springfield is currently preparing a Downtown Parking Management Plan. This planning process and work products are creating a foundation and best management practices for future evaluation and possible updates to parking standards throughout the city.

Ease of Implementation:	<p>Technical — Easy to moderate. The policy requirements are relatively easy to draft and adopt, however, this policy may require more complex site designs and agreements with nearby property owners.</p> <p>Political — Difficult. Many firms want accessible and visible parking close to their facilities,</p> <p>Market — Moderate. Multi-level parking is more expensive to building than surface parking.</p>
Applicability:	Areas zoned commercial, mixed use, certain residential zones.
Conditions for Success:	Political support; Clearly defined parking standards; approaches to make more efficient uses of parking.
<b>Measure:</b>	<b>Implement a program to identify and redevelop vacant and abandoned buildings</b>
Description:	Many buildings sit vacant for years before the market facilitates redevelopment. This policy encourages demolition and would clear sites, making them more attractive to developers and would facilitate redevelopment.
Potential Benefits:	It reduces sprawl development by reusing land within developed areas. Where services are already provided, the policy contributes to a more efficient use of land, although it doesn't necessarily lead to higher density development on individual sites.
Other Planning Goals:	The policy can reduce blighted areas, and addresses safety issues that are frequently associated with vacant buildings.
Scale of Impact:	Small to moderate. Most cities process few demolition permits in any given year. Redevelopment can occur at higher densities.
Estimating Impacts:	The first step is to inventory vacant and redevelopable structures. For vacant structures, estimate capacity when fully occupied. For redevelopable structures, estimate density of development under current zoning and market conditions. Subtract housing/employment capacity of vacant and redevelopable structures likely to be occupied or redeveloped during the planning period from total housing and employment need.
Data Sources:	Inventory of vacant and redevelopable buildings. Estimate of capacity of vacant and redevelopable buildings.
Ease of Implementation:	Technical — Moderate to difficult. The ease of implementation would depend on how the policy is structured—whether it is regulatory or incentive-based. Either way cities would have to make a

**Comment [p8]:** The Downtown and Glenwood planning processes are identifying and targeting "soft sites" for redevelopment. The City has established Urban Renewal Districts in Downtown and Glenwood to support removal of slum and blight conditions. The City has set aside a portion of CDBG funds to address slum and blight conditions in downtown.

determination about when a building should be razed.

Political — Moderate. While many members of the communities support the idea of a reducing blight, many stakeholders might feel razing is too drastic of an option.

Market — Difficult. Many market forces contribute to blight, and market demand for the area may be low, regardless if the building is new or old.

Applicability: Urban blighted areas

Conditions for Success: Political support for redevelopment; market conditions conducive to redevelopment.

**Measure:** **Locate civic buildings in existing communities rather than in greenfield areas**

Description: Local governments, like private builders, are tempted to build on greenfield sites because it is less expensive and easier. However, local governments can "lead by example" by making public investments in desired areas, or redeveloping target sites.

**Comment [p9]:** Springfield's new Justice Center was constructed in Downtown and opened in 2009. Springfield School District's Academy of Arts recently was constructed in downtown.

Potential Benefits: Civic buildings provide an anchor for other development and can form the core of a community. Civic buildings can encourage other desired development types. Local governments can "lead by example" by making public investments in desired areas, or redeveloping target sites.

Other Planning Goals: Civic buildings contribute to the vitality of a neighborhood. Employees in those buildings purchase nearby services, increasing demand for private business in the area.

Scale of Impact: Small to moderate. Locating civic buildings in existing communities can have direct impact on land consumption; however, civic structures account for a small percentage of total development in most communities.

Estimating Impacts: Estimate land needed for public facilities and the amount of land that can be substituted on redevelopable or infill sites.

Data Sources: Estimate of land needed for public facilities and potential redevelopment and infill sites.

Ease of Implementation: Technical — Easy to moderate. Requires communities to identify appropriate buildings or sites to locate civic activities.

Political — Easy to moderate. Some community stakeholders may argue that governments should build in the lowest cost manner, such as on greenfields.

	Market — Easy.
Applicability:	Developed central cities and urban centers
Conditions for Success:	Communities must have appropriate sites to locate civic activities and the demand for new facilities.
<b>Measure:</b>	<b>Implement a process to expedite plan and permit approval for smart growth projects</b>
Description:	Streamlined permitting processes provide incentives to developers. This policy would be implemented at the development review phase.
Potential Benefits:	Can help direct the type and location of growth. Can also facilitate smart growth in markets where conditions are marginal for success.
Other Planning Goals:	Smart growth addresses a variety of other planning goals: reduced reliance on autos, mixed-use development, higher densities are a few.
Scale of Impact:	Small to moderate. The permitting process is one step in the overall development process, but does not affect density.
Estimating Impacts:	The key indicator for this evaluation is the rate of permit approval for smart growth projects. This is primarily a monitoring issue, but interviews with developers and realtors can provide an indication of the level of interest in an expedited permitting process.
Data Sources:	Interviews with realtors and developers.
Ease of Implementation:	Technical — Easy to moderate. The ease of implementation will depend on the process and types of projects.
	Political — Easy to moderate. Expediting permitting can be controversial because it favors some types of development over others.
	Market — Moderate to difficult. Expedited permitted many not be sufficient incentive to spur smart growth type development.
Applicability:	All urban areas
Conditions for Success:	Suitable sites for smart growth developments; market conditions that support smart growth; political support.

## MEASURES TO MITIGATE THE IMPACT OF DENSITY

<b>Measure:</b>	<b>Design Standards</b>
Description:	Design standards seek to preserve and enhance the character of a community or district. They are most typically applied in the design phase of

**Comment [p10]:** Springfield will prepare infill design standards beginning in 2010

	projects or during site review. Design standards are typically implemented as another section of the development code. Some cities have design review boards in addition to the planning commission.
Potential Benefits:	They help ensure development is attractive, safe, and consistent with neighborhood character, historic preservation, or other desired features.
Other Planning Goals:	Good design standards can make a dense development aesthetically pleasing and attractive to home buyers and can mitigate the impact of higher density.
Scale of Impact:	Small. Design standards are not intended to increase density, however, they can make density less evident that it might otherwise be in the absence of design standards.
Estimating Impacts:	Design standards will have no measurable impact on density.
Data Sources:	Not applicable.
Ease of Implementation:	Technical — Difficult. Design standards can be very difficult to develop and implement given the wide variation of design options developers have.  Political — Difficult. The technical difficulty of design standards is essentially a political difficulty: getting multiple players to agree to a single set of standards. Moreover, they tend to be controversial.  Market — Easy to moderate. Market acceptance of design standards depends on how restrictive the standards are.
Applicability:	All urban areas
Conditions for Success:	A clearly articulated vision; an ordinance that is easy to interpret and implement.
<b>Measure:</b>	<b>Urban Amenities for Increased Densities</b>
Description:	Amenities include parks, trails, waterfront access, and cultural centers. Such amenities are typically implemented through the parks plan, the downtown plan, specific area plans or other public investments. Some cities require amenities to be included with larger projects.
Potential Benefits:	The goal of urban amenities is to contribute to the overall design vision of the community and promote livability in denser areas.
Other Planning Goals:	Amenities can contribute to the vibrancy of downtown areas, helping other goals such as downtown revitalization.
Scale of Impact:	Small. Urban amenities are intended to mitigate the impact of higher densities but can be expected to have little effect on overall density.

**Comment [p11]:** The City's District plans for Downtown and Glenwood focus redevelopment sites to take advantage of Springfield's waterfront amenities. TEAM Springfield – a partnership between the City, Willamalane Parks and Recreation District, Springfield School District and Springfield Utility Board is working to make downtown a cultural center through siting of facilities and organization of cultural events in downtown. The Metro Area United Front was successful in getting funding for the Willamette river Middle Fork Path – a significant new regional bike path to be located in Springfield. Springfield recently received grant funding to construct a bike viaduct path connector between Eugene and Glenwood, to be constructed in coordination with the I-5 bridge project - using recycled bridge beams from the old bridge.

Estimating Impacts:	Urban amenities will have no measurable impact on density. Aesthetic impacts can be evaluated through interviews or surveys.
Data Sources:	Not applicable.
Ease of Implementation:	Technical — Easy to Moderate. Urban amenities typically require public investment and may require cooperation with local land owners and businesses and also typically require a plan for their location or adoption of locational criteria.  Political — Easy to Moderate. Political support (or resistance) depends on the scale of the amenity and if the entire community will benefit. Publicly-funded amenities should be equitably distributed throughout a community, to prevent one neighborhood working to prevent development of amenities in a different neighborhood.  Market — Easy. Many of these amenities are publicly funded.
Applicability:	All urban areas
Conditions for Success:	Strong political support, a cohesive community vision.
<b>Measure:</b>	<b>Conduct community visioning exercises to determine how and where the community will grow</b>
Description:	Community visioning processes attempt to build consensus around the type, amount, and location of future development. Visioning exercises are typically included at the beginning of a comprehensive planning process and are used to update plan goals and objectives.
Potential Benefits:	Can identify areas of consensus on other reasonable measures. Can reduce challenges and delays to development, can facilitate desired types of development, and can add certainty to the development review process.
Other Planning Goals:	Visioning can lead to a more coherent comprehensive plan and can build public support for the plan.
Scale of Impact:	Moderate to large. Visioning can have substantial impacts on land designation, densities, and design.
Estimating Impacts:	If the visioning process results in density goals, these can be used to estimate impacts. If not, impacts on density can possibly be estimated by evaluating desired land use patterns.
Data Sources:	Visioning process.
Ease of Implementation:	Technical — Easy to moderate. Implementing a visioning process is relatively easy, translating it

**Comment [p12]:** Springfield conducted visioning surveys and workshops in 2008 and is currently conducting visioning processes for the Glenwood and Downtown planning efforts. Proposed Efficiency Measures has been presented at public workshops throughout 2008-2009.

into policy is more difficult.

Political — Moderate to difficult. A visioning process by definition requires public input. Elected officials must be willing to listen to the public and integrate their input in meaningful ways.

Market — Easy. This policy does not rely on market forces for implementation.

Applicability: All urban areas  
Conditions for Success: Political support.

## OTHER MEASURES

**Measure:** **Urban Holding Zones**

**Description:** This policy identifies sites for future expansion and limits development to preserve options in those sites. This policy would be implemented through a specific zone or overlay. Urban holding areas would be identified on a map.

**Potential Benefits:** Land in sizes suitable for future urban scale development is protected from sprawl development until municipal services are available to the site.

**Other Planning Goals:** Temporarily protects open space at the edge of urban development. Cities can expand urban services in an efficient and cost-effective manner.

**Scale of Impact:** High. This policy can have substantial impacts in preserving lands from low-density development patterns.

**Estimating Impacts:** Inventory lands where this policy applies, including historic development trends. Effective implementation of this policy should reduce rates of parcelization and development in rural areas.

**Data Sources:** Geographic information system data; building permits.

**Ease of Implementation:** Technical — Easy. This policy would be implemented during development review.

Political — Moderate to difficult. Many residents will support measures to prevent urban encroachment on resource lands, but some landowners may see the measure as an infringement on the rights of private landowners.

Market — Easy. Urban holding areas can impact future land values by identifying lands that are designated for urban development.

**Applicability:** All appropriate urban areas

**Comment [p13]:** Springfield's UF-10 Overlay District requires a shadow platting process as an interim development standard to ensure that ultimate development to full urban densities is not impeded by interim land divisions and construction. The Springfield 2030 Refinement Plan Urbanization Element proposes to designate new urbanizable lands as "Urban Holding Areas".

Conditions for Success:	Community and political support for the orderly urban growth and the protection of open space.
<b>Measure:</b>	<b>Phasing Urban Growth</b>
Description:	This policy is related to other urban service policies that seek to direct growth. The primary objective is orderly urban growth.
Potential Benefits:	This promotes development near existing urban services, reduces sprawl development, and reduces “hop-scotch,” or “leap-frog”, development.
Other Planning Goals:	It also reduces capital spending, increases efficiency in providing capital facilities, promotes more orderly and cost-effective growth, and promotes more efficient use of scarce land resources.
Scale of Impact:	Small. Phasing is not intended to increase densities and can be expected to have minimal impact on density.
Estimating Impacts:	Review existing development patterns within the UGA and the location of subdivisions and other developments relative to streets, sewers, and water systems. Estimate average distance to services under historical development patterns and under the phased growth policy.
Data Sources:	Growth monitoring report; analysis of planned areas for urban expansion under phasing policy.
Ease of Implementation:	Technical — Moderate to difficult. Phasing requires coordination with service providers.  Political — Moderate. Many residents will support measures to prevent urban encroachment on resource lands, but some landowners may see the measure as an infringement on the rights of private land owners.  Market — Easy.
Applicability:	Large fast growing; Small fast growing
Conditions for Success:	Community and political support for the orderly urban growth and the protection of open space.

**Comment [p14]:** Springfield's future growth areas will be determined through the UGB Alternatives Analysis public process. A comparative analysis of service extensions has been prepared for three UGB concepts.





DRAFT

# Springfield 2030 Refinement Plan

Section E: Proposed Plan Designation Changes

December 31, 2009

**MEMORANDUM**

**CITY OF SPRINGFIELD**

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**DATE OF HEARING:** December 1, 2009

**TO:** Springfield Planning Commission **PLANNING COMMISSION  
TRANSMITTAL  
MEMORANDUM**

**FROM:** Mark Metzger, Planner III

**SUBJECT:** Springfield 2030 Refinement Plan - Proposed redesignations to resolve existing Plan/Zone conflicts

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**ISSUE:** Staff have prepared a proposal that would resolve a significant number of plan/zone conflicts through subsequent adoption of the *Springfield 2030 Refinement Plan* – a refined comprehensive plan diagram for Springfield.

**ACTION REQUESTED**

Staff seeks input from the Planning Commission regarding staff’s proposal to resolve 297 plan/zone conflicts through the Springfield 2030 Refinement Plan adoption process. The proposed redesignations would be included in the 2030 Plan diagram which will be brought forward for public review before the Joint Planning Commissions beginning in February 2010.

**DISCUSSION:** The Metro Plan and neighborhood refinement plans are intended to establish where various types of development (residential, commercial, industrial, etc.) are to occur. These designations are implemented through Springfield’s various zoning districts. Staff conducted an analysis to compare plan designations with the Springfield Zoning Map (Attachment 1). For the great majority of the 22,476 tax lots within the Springfield Urban Growth Boundary there is consistency between what the Metro Plan/Refinement Plans designate and what the zoning implements.

Staff have identified 895 instances (Attachment 2) where the zoning of a parcel is not consistent with the Metro Plan and/or refinement plan designation. A “plan/zone conflict” places a cloud of uncertainty on development or redevelopment of a parcel which requires resolution through a Planning Commission review process before development permits can be processed. Since the buildable lands inventories are based on plan designations, not zoning, it is important that known conflicts be resolved to the maximum extent practicable at this stage in the planning process so that the inventories are as accurate as possible.

Staff proposes to address a portion of the plan/zone conflicts as we prepare recommendations for significant updates to Springfield’s land use plans. Staff are currently preparing a draft city-wide comprehensive planning document – the *Springfield 2030 Refinement Plan*. This plan is a refinement plan of the Metro Plan for the metro urban area east of I-5 that will establish a separate Urban Growth Boundary (UGB) for Springfield as required by ORS 197.304. Staff are developing develop draft plan policies and designations for Springfield that will guide changes in land use over the plan period 2010-2030. The plan will include a plan diagram that will designate sufficient land to meet Springfield’s projected needs over the 20-year plan period, consistent with all applicable planning goals, statutes and administrative rules.

Staff have analyzed the plan/zone conflicts through the lens of needs identified in the buildable land inventories. In some instances the recommendations presented here are responsive to direction staff has received from the Planning Commission and City Council regarding the proposed Land Use Efficiency Measures. Other recommendations relied upon the precedents established by previous decision making by the Planning Commission to resolve plan/zone conflicts in their response to property owner-initiated requests. Some recommendations are in the category of “just common sense,” and in these cases we have striven to achieve balance, logic and equity.

This briefing focuses on Metro Plan/Refinement Plan amendments that staff is proposing to include in the *Springfield 2030 Refinement Plan* Metro Plan amendment process. Staff examined each plan/zone conflict and developed recommendations for Metro Plan/Refinement Plan changes to resolve 297 of them. To resolve all 895 conflicts, a combination of Plan/Refinement Plan and zone changes will be needed. Some conflicts are in areas of the city such as Glenwood and Downtown where planning activities are ongoing. Other conflicts are in areas where new planning efforts are likely to be initiated in the near future such as Jasper-Natron or along the Main Street corridor. In these cases, no recommendation was prepared for most conflicts since future planning efforts will resolve them in the context of a new plan for the area.

The proposed changes would affect 66.24 acres of *vacant* land and this could have some effect on the buildable lands inventories. Of this, 40.86 acres are attributable to a 25.13 acre change from Sand and Gravel to Light Medium Industrial near the former Blue Water Boats facility and a 15.73 acre change from Campus Industrial to Park and Open Space that was approved several years ago when the Gateway sports complex was created. The change was approved at that time but never shown on the Gateway Refinement Plan. The remaining 25.38 acres is composed of dozens of small changes, the majority of which correct the land use designation to reflect the existing zoning or which reflects a change to fit the context of the neighborhood or reality on the ground. Staff has not applied constraints to the acreages presented here, and thus at this time we cannot provide an accurate estimate regarding how this proposed action would affect the *buildable* land inventories. Refined data will be provided for review as we proceed through the public review process.

## **ATTACHMENTS**

Attachment 1: 1-1 Methodology and Analysis of Proposed Changes  
1-2 Character of Recommended Metro Plan/Refinement Plan Amendments  
1-3 Overall Change in Plan Designations by Acreage  
1-4 Change in Vacant Land Acreage by Plan Designations

Attachment 2: Proposed Plan Designation Changes

## **Methodology and Analysis of Proposed Changes**

Staff identified 895 apparent conflicts between the Metro Plan and neighborhood refinement plan designation using information maintained on the City's Geographic Information System (GIS), the database maintained by the Lane County Assessor's Office and data maintained for the Regional Land Use Database (RLID).

Using the GIS tool, staff joined pieces of information each of these data sources to create a spreadsheet that identified tax lots where conflicts existed. GIS allows the use of map information, aerial photography and property specific data at the same time to analyze individual conflicts.

Staff met weekly from August through October to consider how best to resolve the identified conflicts. At each meeting staff reviewed aerial photos, zoning maps and other data for each tax lot where a conflict exists. Staff discussed the context of the conflicting lot, existing use of the lot itself, and the future prospect of development in the area. A recommendation was then recorded for each lot on a spreadsheet. The recommendations fell into three categories: 1) change the Metro Plan/refinement plan designation; 2) change the zoning; and 3) defer a recommendation for future planning.

Recommendations have been made for resolving 297 plan/zone conflicts. In many cases, the conflicts were located in neighborhood refinement plan areas where planning efforts are already in progress, such as Downtown and Glenwood. Recommendations to resolve conflicts along the Main Street Corridor and in the Jasper Natron area were also reserved for future planning.

The information below summarizes the recommendations made for Metro Plan and neighborhood refinement plan changes only. It was developed from the spreadsheet that staff used to record the recommended resolution to the conflicts.

### Character of Recommended Metro Plan/Refinement Plan Amendments

Character of Recommended Changes	Change From:	Change To:	Number of Lots	Acres
Changes to a <u>more</u> intensive use:	POS	LDR	6	4.47
	PLO	LDR	5	.59
	POS	MDR	2	.44
	POS	CC	1	1.92
	LDR	MDR	126	22.89
	LDR	HDR	5	4.98
	LDR	CC	2	.73
	LDR	LMI	16	14.13
	LDR	HI	1	.04
	LDR	GE	1	2.21
	LDR	MRC	1	2.59
	SG	LMI	3	25.21
	LMI	LDR	6	1.88
	LMI	HI	1	1.75
	POS	HI	1	.07
<b>SUBTOTAL</b>			<b>177</b>	<b>83.90</b>
Changes to a <u>less</u> intensive use:	Change From:	Change To:	Number of Lots	Acres
	CC	LDR	35	4.92
	MDR	LDR	29	6.77
	MDR	CI	1	.30
	HI	LDR	2	.06
	HI	CC	2	3.74
	LMI	MDR	1	.17
	LMI-MU	LDR	2	.84
	LMI-MU	POS	3	4.12
	CC	MDR	15	2.61
	MRC	HDR	1	1.43
	MRC	CC	2	1.89
	LDR	POS	6	1.75
	MDR	POS	2	.78
	HDR	POS	1	4.76
	HI	POS	3	19.26
	CI	POS	3	15.73
	CC	LMI	2	7.38
<b>SUBTOTAL</b>			<b>110</b>	<b>76.51</b>
Changes to a <u>similar</u> intensity:	Change From:	Change To:	Number of Lots	Acres
	CC	C/ND	2	15.81
	CI	LMI	4	9.54
	MU-LMI/CC	CC	3	1.17
	LMI-MU	LMI	1	.15
<b>SUBTOTAL</b>			<b>10</b>	<b>26.67</b>
<b>TOTAL OF ALL RECOMMENDED CHANGES</b>			<b>297</b>	<b>187.08</b>

### Overall Change in Plan Designations by Acreage

<b>Plan Designation</b>	<b>From (Loss)</b>	<b>To (Gain)</b>	<b>Difference</b>
Community Commercial	30.72	9.45	-21.27
Campus Industrial	25.27	.30	-24.97
High Density Residential	4.76	6.41	1.65
Heavy Industrial	23.06	1.86	-21.2
Low Density Residential	49.32	19.53	-29.79
Light Medium Industrial	3.8	56.41	52.61
Light Medium Industrial-Mixed Use	5.11	0	-5.11
Medium Density Residential	7.85	26.11	18.26
Major Retail Center	3.32	2.59	-.73
Mixed Use- Light Medium Industrial/Commercial	1.17	0	-1.17
Public Lands and Open Space	.59	0	-.59
Parks and Open Space	6.90	46.40	39.50
Sand and Gravel	25.21	0	-25.21
Government and Education	0	2.21	2.21
Community Commercial/ Nodal Development	0	15.81	15.81
	0	0	0
<b>Total</b>	<b>187.08</b>	<b>187.08</b>	<b>0.0</b>

### Change in Vacant Acreage by Plan Designations

<b>Plan Designation</b>	<b>From</b>	<b>To</b>	<b>Difference</b>
Community Commercial	8.05	5.35	-2.70
Campus Industrial	18.99	.30	-18.69
High Density Residential	0	0	0
Heavy Industrial	3.07	.04	-3.03
Low Density Residential	3.63	4.41	.78
Light Medium Industrial	0	38.72	38.72
Light Medium Industrial-Mixed Use	0	0	0
Medium Density Residential	1.33	.68	-.65
Major Retail Center	0	0	0
Mixed Use- Light Medium Industrial/Commercial	0	0	0
Public Lands and Open Space	2.01	.78	-1.23
Parks and Open Space	4.03	15.73	11.70
Sand and Gravel	25.13	0	-25.13
Government and Education	0	0	0
Community Commercial/ Nodal Development	0	.23	.23
<b>Total</b>	<b>66.24</b>	<b>66.24</b>	<b>0.0</b>

**RECOMMENDED METRO PLAN/NEIGHBORHOOD REFINEMENT PLAN CHANGES**

<b>MAPLOT</b>	<b>METRO PLAN</b>	<b>REFINEMENT PLAN</b>	<b>ACRES</b>	<b>RECCOMENDED PLAN</b>	<b>NOTES</b>
1702344200305	Low Density Residential		0.14	Medium Density Residential	
1702344200303	Low Density Residential		0.14	Medium Density Residential	
1702344200302	Low Density Residential		0.15	Medium Density Residential	
1702344200308	Low Density Residential		0.15	Medium Density Residential	
1702341200300	Commercial		0.10	Low Density Residential	
1702270001102	Parks and Open Space		4.03	Low Density Residential	CONSISTENT WITH SCHOOL
1702280000405	Sand and Gravel		0.91	Light Medium Industrial	UGB EXPANSION
1702280000402	Sand and Gravel		24.22	Light Medium Industrial	UGB EXPANSION
1702302300102	Campus Industrial		2.85	Light Medium Industrial	
1702302104200	Heavy Industrial		0.02	Low Density Residential	
1802060001008	Medium Density Residential		0.33	Parks and Open Space	
1802060001009	Medium Density Residential		0.45	Parks and Open Space	
1802061113900	Medium Density Residential		0.19	Low Density Residential	
1802060001007	Low Density Residential		0.07	Parks and Open Space	PRIVATE LAND, CHECK PW
1802061100300	Low Density Residential		0.39	Medium Density Residential	
1703361421400	Low Density Residential		0.17	Light Medium Industrial	
1703361412600	Low Density Residential		0.35	Light Medium Industrial	
1703361402500	Low Density Residential		0.26	Medium Density Residential	
1703361421500	Low Density Residential		0.11	Light Medium Industrial	
1703341410800	Parks and Open Space		0.03	Low Density Residential	
1703341410700	Parks and Open Space		0.05	Low Density Residential	
1703331100915	Low Density Residential		0.28	Medium Density Residential	
1703341106101	Medium Density Residential		0.33	Low Density Residential	
1703331100914	Low Density Residential		0.28	Medium Density Residential	
1703331100909	Low Density Residential		0.28	Medium Density Residential	
1703331100908	Low Density Residential		0.29	Medium Density Residential	
1703351101600	Low Density Residential		0.20	Medium Density Residential	

Attachment 2-1



1703351101700	Low Density Residential	0.16	Medium Density Residential	
1703351102100	Low Density Residential	0.14	Medium Density Residential	
1703351102200	Low Density Residential	0.16	Medium Density Residential	
1703351102300	Low Density Residential	0.16	Medium Density Residential	
1703351102700	Low Density Residential	0.24	Medium Density Residential	
1703351200100	Low Density Residential	0.44	Medium Density Residential	
1703341106100	Medium Density Residential	0.15	Low Density Residential	
1703341106102	Medium Density Residential	0.26	Low Density Residential	
1703254301702	Medium Density Residential	0.11	Low Density Residential	
1703274402801	Medium Density Residential	0.54	Low Density Residential	
1703274402501	Medium Density Residential	0.15	Low Density Residential	
1703274402600	Medium Density Residential	0.15	Low Density Residential	
1703274403800	Low Density Residential	0.44	Medium Density Residential	
1703253102200	Low Density Residential	0.22	High Density Residential	
1703253309400	Low Density Residential	0.16	High Density Residential	
1703253102000	Low Density Residential	0.22	High Density Residential	
1703253105500	Major Retail Center	1.43	High Density Residential	ACCESS MANAGEMENT
1703274200325	Low Density Residential	0.14	Medium Density Residential	
1703274200326	Low Density Residential	0.14	Medium Density Residential	
1703251409900	Low Density Residential	0.52	Light Medium Industrial	REFLECT CURRENT USE
1703251409800	Low Density Residential	0.52	Light Medium Industrial	REFLECT CURRENT USE
1703251409700	Low Density Residential	0.98	Light Medium Industrial	REFLECT CURRENT USE
1703361421300	Low Density Residential	0.25	Light Medium Industrial	
1703341410600	Parks and Open Space	0.06	Low Density Residential	
1703351101800	Low Density Residential	0.16	Medium Density Residential	
1703351101900	Low Density Residential	0.16	Medium Density Residential	
1703351102000	Low Density Residential	0.17	Medium Density Residential	
1703351102400	Low Density Residential	0.32	Medium Density Residential	
1703351102600	Low Density Residential	0.24	Medium Density Residential	
1703253403200	Medium Density Residential	0.16	Low Density Residential	
1703253403100	Medium Density Residential	0.16	Low Density Residential	
1703253402900	Medium Density Residential	0.26	Low Density Residential	
1703253402800	Medium Density Residential	0.26	Low Density Residential	
1703253402700	Medium Density Residential	0.26	Low Density Residential	

1703253105900	Major Retail Center	0.91	Community Commercial	ACCESS MANAGEMENT
1703253105600	Major Retail Center	0.98	Community Commercial	ACCESS MANAGEMENT
1703253104700	Low Density Residential	0.17	Medium Density Residential	CHANGE LOTS TO NORTH
1703253403000	Medium Density Residential	0.19	Low Density Residential	
1703341410500	Parks and Open Space	0.10	Low Density Residential	
1703351102800	Low Density Residential	0.37	Medium Density Residential	
1703351103000	Parks and Open Space	0.41	Medium Density Residential	
1703351200200	Low Density Residential	0.15	Medium Density Residential	
1703274402700	Medium Density Residential	0.47	Low Density Residential	
1703263400700	Low Density Residential	0.49	Medium Density Residential	
1703263101100	Low Density Residential	0.38	Medium Density Residential	
1703264200800	Low Density Residential	0.46	Medium Density Residential	
1703274200324	Low Density Residential	0.17	Medium Density Residential	
1703331400200	Low Density Residential	1.02	Medium Density Residential	
1703331400300	Low Density Residential	0.95	Medium Density Residential	
1703331401000	Low Density Residential	0.28	Medium Density Residential	
1703331100907	Low Density Residential	0.33	Medium Density Residential	
1703331100903	Low Density Residential	0.29	Medium Density Residential	
1703274200340	Low Density Residential	0.23	Medium Density Residential	
1703274200314	Low Density Residential	0.14	Medium Density Residential	
1802052201301	Commercial	0.04	Medium Density Residential	
1703353300500	Light Medium Industrial	1.75	Heavy Industrial	
1703254301800	Medium Density Residential	0.23	Low Density Residential	
1703341105900	Medium Density Residential	0.90	Low Density Residential	
1703341106105	Medium Density Residential	0.15	Low Density Residential	
1703341106000	Medium Density Residential	0.10	Low Density Residential	
1703274200316	Low Density Residential	0.17	Medium Density Residential	
1703274200311	Low Density Residential	0.14	Medium Density Residential	
1703274200315	Low Density Residential	0.14	Medium Density Residential	
1703274200332	Low Density Residential	0.18	Medium Density Residential	
1703274200333	Low Density Residential	0.17	Medium Density Residential	
1703274200312	Low Density Residential	0.14	Medium Density Residential	
1703274200308	Low Density Residential	0.14	Medium Density Residential	
1703274200310	Low Density Residential	0.14	Medium Density Residential	

1703274200313	Low Density Residential	0.14	Medium Density Residential
1703274200317	Low Density Residential	0.18	Medium Density Residential
1703274200309	Low Density Residential	0.14	Medium Density Residential
1703274200319	Low Density Residential	0.18	Medium Density Residential
1703274200318	Low Density Residential	0.21	Medium Density Residential
1702341200301	Commercial	0.62	Low Density Residential
1702341200201	Commercial	0.28	Low Density Residential
1702341202900	Commercial	0.10	Low Density Residential
1702341202800	Commercial	0.10	Low Density Residential
1702341202700	Commercial	0.10	Low Density Residential
1702341203900	Commercial	0.10	Low Density Residential
1702341203800	Commercial	0.10	Low Density Residential
1702341203700	Commercial	0.10	Low Density Residential
1702341203200	Commercial	0.10	Low Density Residential
1702341203300	Commercial	0.10	Low Density Residential
1702341203400	Commercial	0.10	Low Density Residential
1702341201700	Commercial	0.11	Low Density Residential
1702341201800	Commercial	0.11	Low Density Residential
1702341201900	Commercial	0.11	Low Density Residential
1702341201100	Commercial	0.11	Low Density Residential
1702341201200	Commercial	0.10	Low Density Residential
1702341201300	Commercial	0.10	Low Density Residential
1702341202000	Commercial	0.11	Low Density Residential
1702341202100	Commercial	0.11	Low Density Residential
1702341202200	Commercial	0.11	Low Density Residential
1702341202300	Commercial	0.11	Low Density Residential
1702341202400	Commercial	0.11	Low Density Residential
1702341202500	Commercial	0.11	Low Density Residential
1702341201600	Commercial	0.14	Low Density Residential
1702341200100	Commercial	0.31	Low Density Residential
1703253403300	Medium Density Residential	0.16	Low Density Residential
1703254301602	Medium Density Residential	0.11	Low Density Residential
1703254301701	Medium Density Residential	0.11	Low Density Residential
1703274200338	Low Density Residential	0.22	Medium Density Residential

1703274200329	Low Density Residential	0.18	Medium Density Residential	
1703341106104	Medium Density Residential	0.17	Low Density Residential	
1703341106103	Medium Density Residential	0.15	Low Density Residential	
1703284000101	Parks and Open Space	0.20	Low Density Residential	
1703274200337	Low Density Residential	0.23	Medium Density Residential	
1703274200330	Low Density Residential	0.18	Medium Density Residential	
1703274200335	Low Density Residential	0.17	Medium Density Residential	
1703274200336	Low Density Residential	0.23	Medium Density Residential	
1703274200339	Low Density Residential	0.16	Medium Density Residential	
1703274200331	Low Density Residential	0.14	Medium Density Residential	
1703274200334	Low Density Residential	0.19	Medium Density Residential	
1802060001000	Heavy Industrial	0.07	Parks and Open Space	
1802060001004	Commercial	7.33	Light Medium Industrial	TALK TO ROSBORO
1702312200700	Low Density Residential	2.21	Government and Education	
1702300000101	Parks and Open Space	0.07	Heavy Industrial	MAP ERROR
1702341204000	Commercial	0.10	Low Density Residential	
1702341203600	Commercial	0.11	Low Density Residential	
1702341203500	Commercial	0.11	Low Density Residential	
1702341201000	Commercial	0.23	Low Density Residential	
1702341201400	Commercial	0.12	Low Density Residential	
1702341203100	Commercial	0.10	Low Density Residential	
1702341201500	Commercial	0.30	Low Density Residential	
1703254301601	Medium Density Residential	0.11	Low Density Residential	
1703254403600	Low Density Residential	2.59	Major Retail Center	
1703264200600	Low Density Residential	2.68	High Density Residential	
1703264200300	Low Density Residential	1.70	High Density Residential	
1702280000401	Sand and Gravel	0.08	Light Medium Industrial	UGB EXPANSION
1702302300103	Campus Industrial	1.00	Light Medium Industrial	
1702302300101	Campus Industrial	3.26	Light Medium Industrial	
1702302300104	Campus Industrial	2.43	Light Medium Industrial	
1702302300105	Medium Density Residential	0.30	Campus Industrial	
1702300000800	Heavy Industrial	0.04	Low Density Residential	
1702300001800	Low Density Residential	0.19	Community CommerCampus Industrialal	
1703251102300	Commercial	0.40	Community CommerCampus Industrialal	

1802041100117	Medium Density Residential		0.25	Low Density Residential
1702341203000	Commercial		0.10	Low Density Residential
1702341202600	Commercial		0.10	Low Density Residential
1702334400201	Commercial		1.63	Medium Density Residential
1703331401100	Low Density Residential		0.30	Medium Density Residential
1703331401200	Low Density Residential		0.33	Medium Density Residential
1703331100916	Low Density Residential		0.30	Medium Density Residential
1703331100917	Low Density Residential		0.34	Medium Density Residential
1703331100913	Low Density Residential		0.30	Medium Density Residential
1703331100912	Low Density Residential		0.34	Medium Density Residential
1703331100910	Low Density Residential		0.30	Medium Density Residential
1703331100911	Low Density Residential		0.35	Medium Density Residential
1703331100906	Low Density Residential		0.38	Medium Density Residential
1703331100904	Low Density Residential		0.27	Medium Density Residential
1703331100905	Low Density Residential		0.32	Medium Density Residential
1703274200323	Low Density Residential		0.15	Medium Density Residential
1703274200322	Low Density Residential		0.16	Medium Density Residential
1703274200328	Low Density Residential		0.14	Medium Density Residential
1703274200327	Low Density Residential		0.14	Medium Density Residential
1703274200321	Low Density Residential		0.18	Medium Density Residential
1703274200320	Low Density Residential		0.16	Medium Density Residential
1703274200302	Low Density Residential		0.13	Medium Density Residential
1703274200303	Low Density Residential		0.13	Medium Density Residential
1703274200304	Low Density Residential		0.13	Medium Density Residential
1703274200305	Low Density Residential		0.13	Medium Density Residential
1703274200306	Low Density Residential		0.13	Medium Density Residential
1703274200307	Low Density Residential		0.14	Medium Density Residential
1703274200100	Low Density Residential		0.05	Medium Density Residential
1703341106616	Low Density Residential		1.18	Medium Density Residential
1802090000103	Low Density Residential		51.61	Light Medium Industrial
1703272401001	Light Medium Industrial	Low Density Residential	0.18	Light Medium Industrial
1703263200100	Commercial	MU - Mixed Use - LMI/CC	0.49	Community Commercial
1703263200101	Commercial	MU - Mixed Use - LMI/CC	0.28	Community Commercial
1703274100100	Commercial	MU - Mixed Use - LMI/CC	0.40	Community Commercial

1703140001801	Medium Density Residential	Low Density Residential	0.19	Medium Density Residential	
1703150001000	Campus Industrial	Campus Industrial	0.13	Parks and Open Space	MORE RESEARCH
1703272203500	Low Density Residential	Low Density Residential	0.72	Parks and Open Space	
1702310000503		Heavy Industrial	12.23	Parks and Open Space	MAP ERROR PREVIOUS PAPA
1702310000501		Public Land & Open Space	1.92	Community Commercial	MAP ERROR PREVIOUS PAPA
1702312103900		Light Medium Industrial	0.40	Low Density Residential	
1702311404002		Light Medium Industrial	0.16	Low Density Residential	CHANGE TO MATCH ZONING
1702311400200		Light Medium Industrial	0.18	Low Density Residential	
1702312104000		Light Medium Industrial	0.38	Low Density Residential	
1702312104100		Light Medium Industrial	0.39	Low Density Residential	
1802052200407		Medium Density Residential	0.23	Low Density Residential	
1802052200408		Medium Density Residential	0.23	Low Density Residential	
1802052200409		Medium Density Residential	0.23	Low Density Residential	
1702310005300		Community Commercial	0.05	Light Medium Industrial	FIX MAP ERROR
1702311404001		Light Medium Industrial	0.17	Low Density Residential	CHANGE TO MATCH ZONING
1702310000502		Heavy Industrial	6.96	Parks and Open Space	MAP ERROR PREVIOUS PAPA
1702312103800		Light Medium Industrial	0.37	Low Density Residential	
1702323203000		Low Density Residential	1.84	Medium Density Residential	CHANGE TO MATCH ZONING
1702322300300		Heavy Industrial	0.71	Community Commercial	CHANGE TO MATCH ZONING
1702310004800		Community Commercial	0.03	Medium Density Residential	FIX MAP ERROR
1702314100402		Community Commercial	0.08	Medium Density Residential	CHANGE TO MATCH ZONING
1702314100403		Community Commercial	0.10	Medium Density Residential	CHANGE TO MATCH ZONING
1702314100404		Community Commercial	0.09	Medium Density Residential	CHANGE TO MATCH ZONING
1702300002200		Low Density Residential	0.04	Heavy Industrial	FIX MAP ERROR
1702312100800		Low Density Residential	0.23	Light Medium Industrial	
1702324405300	Low Density Residential	Public Land & Open Space	0.16	Low Density Residential	
1702324405200	Low Density Residential	Public Land & Open Space	0.16	Low Density Residential	
1702324405100	Low Density Residential	Public Land & Open Space	0.16	Low Density Residential	
1702333106505	Medium Density Residential	Low Density Residential	0.13	Medium Density Residential	MAIN STREET CORRIDOR
1702324100205	Medium Density Residential	Low Density Residential	0.17	Medium Density Residential	
1702333106600	Medium Density Residential	Low Density Residential	0.58	Medium Density Residential	MAIN STREET CORRIDOR
1702333106504	Medium Density Residential	Low Density Residential	0.43	Medium Density Residential	MAIN STREET CORRIDOR
1702333106500	Medium Density Residential	Low Density Residential	0.45	Medium Density Residential	MAIN STREET CORRIDOR
1702333100601	Medium Density Residential	Low Density Residential	0.13	Medium Density Residential	

1702333100600	Medium Density Residential	Low Density Residential	0.17	Medium Density Residential
1702333100512	Medium Density Residential	Low Density Residential	0.15	Medium Density Residential
1702333100511	Medium Density Residential	Low Density Residential	0.14	Medium Density Residential
1702333100510	Medium Density Residential	Low Density Residential	0.12	Medium Density Residential
1702333100509	Medium Density Residential	Low Density Residential	0.14	Medium Density Residential
1702324100209	Medium Density Residential	Low Density Residential	0.15	Medium Density Residential
1702333100508	Medium Density Residential	Low Density Residential	0.10	Medium Density Residential
1702333100502	Medium Density Residential	Low Density Residential	0.15	Medium Density Residential
1702333100503	Medium Density Residential	Low Density Residential	0.21	Medium Density Residential
1702333100504	Medium Density Residential	Low Density Residential	0.16	Medium Density Residential
1702333100505	Medium Density Residential	Low Density Residential	0.13	Medium Density Residential
1702333100506	Medium Density Residential	Low Density Residential	0.12	Medium Density Residential
1702333100507	Medium Density Residential	Low Density Residential	0.14	Medium Density Residential
1702333100501	Low Density Residential	Low Density Residential	0.05	Medium Density Residential
1702332100800	Light Medium Industrial	Low Density Residential	0.22	Light Medium Industrial
1702332101218	Low Density Residential	Low Density Residential	0.13	Light Medium Industrial
1702332101203	Light Medium Industrial	Low Density Residential	0.76	Light Medium Industrial
1702332101204	Light Medium Industrial	Low Density Residential	2.41	Light Medium Industrial
1702332101207	Light Medium Industrial	Low Density Residential	0.03	Light Medium Industrial
1702332101219	Light Medium Industrial	Low Density Residential	5.67	Light Medium Industrial
1702324100208	Medium Density Residential	Low Density Residential	0.07	Medium Density Residential
1702324100243	Medium Density Residential	Low Density Residential	0.07	Medium Density Residential
1702334203100	Medium Density Residential	Low Density Residential	1.01	Medium Density Residential
1802041106121	Low Density Residential	Public Land & Open Space	0.09	Low Density Residential
1702324100206	Medium Density Residential	Low Density Residential	0.16	Medium Density Residential
1702324100207	Medium Density Residential	Low Density Residential	0.18	Medium Density Residential
1702324100800	Medium Density Residential	Low Density Residential	0.06	Medium Density Residential
1702324100900	Medium Density Residential	Low Density Residential	0.07	Medium Density Residential
1702324101000	Medium Density Residential	Low Density Residential	0.07	Medium Density Residential
1702324101100	Medium Density Residential	Low Density Residential	0.07	Medium Density Residential
1702324101200	Medium Density Residential	Low Density Residential	0.07	Medium Density Residential
1702324101300	Medium Density Residential	Low Density Residential	0.10	Medium Density Residential
1702324101400	Medium Density Residential	Low Density Residential	0.05	Medium Density Residential
1702324101500	Medium Density Residential	Low Density Residential	0.05	Medium Density Residential

1702324101600	Medium Density Residential	Low Density Residential	0.05	Medium Density Residential
1702324101700	Medium Density Residential	Low Density Residential	0.05	Medium Density Residential
1702324101800	Medium Density Residential	Low Density Residential	0.04	Medium Density Residential
1702324102000	Medium Density Residential	Low Density Residential	0.31	Medium Density Residential
1702334401400	Parks and Open Space	Public Land & Open Space	0.02	Low Density Residential
1703261402400	Medium Density Residential	Low Density Residential	0.24	Medium Density Residential
1703252405202	Commercial	Low Density Residential	0.54	Community Commercial



Adjustments to Buildable Lands Inventories

December 22, 2009

PZ Conflict Resolution

This briefing focuses on Metro Plan/Refinement Plan amendments that staff is proposing to include in the *Springfield 2030 Refinement Plan* Metro Plan amendment process. Staff examined each plan/zone conflict and developed recommendations for Metro Plan/Refinement Plan changes to resolve 297 of them. To resolve all 895 conflicts, a combination of Plan/Refinement Plan and zone changes will be needed. Some conflicts are in areas of the city such as Glenwood and Downtown where planning activities are ongoing. Other conflicts are in areas where new planning efforts are likely to be initiated in the near future such as Jasper-Natron or along the Main Street corridor. In these cases, no recommendation was prepared for most conflicts since future planning efforts will resolve them in the context of a new plan for the area.

The proposed changes would affect 66.24 acres of *vacant* land and this could have some effect on the buildable lands inventories. Of this, 40.86 acres are attributable to a 25.13 acre change from Sand and Gravel to Light Medium Industrial near the former Blue Water Boats facility and a 15.73 acre change from Campus Industrial to Park and Open Space that was approved several years ago when the Gateway sports complex was created. The change was approved at that time but never shown on the Gateway Refinement Plan. The remaining 25.38 acres is composed of dozens of small changes, the majority of which correct the land use designation to reflect the existing zoning or which reflects a change to fit the context of the neighborhood or reality on the ground. Staff has not applied constraints to the acreages presented here, and thus at this time we cannot provide an accurate estimate regarding how this proposed action would affect the *buildable* land inventories. Refined data will be provided for review as we proceed through the public review process.

**ATTACHMENTS**

**Change in Vacant Acreage by Plan Designations**

<b>Plan Designation</b>	<b>From</b>	<b>To</b>	<b>Difference</b>
Community Commercial	8.05	5.35	-2.70
Campus Industrial	18.99	.30	-18.69
High Density Residential	0	0	0
Heavy Industrial	3.07	.04	-3.03
Low Density Residential	3.63	4.41	.78
Light Medium Industrial	0	38.72	38.72
Light Medium Industrial-Mixed Use	0	0	0
Medium Density Residential	1.33	.68	-.65
Major Retail Center	0	0	0
Mixed Use- Light Medium Industrial/Commercial	0	0	0
Public Lands and Open Space	2.01	.78	-1.23
Parks and Open Space	4.03	15.73	11.70

Sand and Gravel	25.13	0	-25.13
Government and Education	0	0	0
Community Commercial/ Nodal Development	0	.23	.23
<b>Total</b>	<b>66.24</b>	<b>66.24</b>	<b>0.0</b>



DRAFT

# Springfield 2030 Refinement Plan

Section F: Preliminary Urban Growth Boundary Alternatives Analysis

January 29, 2010

# ECONorthwest

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**11 February 2009**

**TO: Linda Pauly**  
**FROM: Bob Parker and Beth Goodman**  
**SUBJECT: DRAFT OUTLINE FOR ALTERNATIVES ANALYSIS FINDINGS**

---

This memorandum contains an annotated outline of the final report ECONorthwest will produce to document the findings for the City of Springfield UGB alternatives analysis.

## **1. EXECUTIVE SUMMARY**

- a. Background
- b. The Springfield 2030 Urban Growth Boundary (UGB)
  - i. Population Projection
  - ii. Residential and Public / Semi-Public Land Need and UGB Supply
  - iii. Employment Land Need and UGB Supply
  - iv. Combined Year 2030 Buildable Land Need and Supply
  - v. The Location of the UGB

## **2. INTRODUCTION**

- a. Background
- b. Policy Context
- c. Organization of this report

## **3. PART I YEAR 2030 LAND NEEDS ASSESSMENT**

- a. Year 2030 Population and Employment Projection
- b. Land needs: 2010-2030
- c. Residential land need

- i. Residential land use efficiency measures
- d. Non-residential land need (commercial and industrial)
  - i. land use efficiency measures, employment lands
  - ii. Summary of needed site characteristics
    - 1. Industrial sites
    - 2. Other employment sites
- e. Land needed for other uses (public and semi-public)
- f. Summary of land needs, 2010-2030

#### **4. PART II: SPRINGFIELD URBAN GROWTH CONCEPT, 2010-2030**

- a. Guiding principles
- b. Springfield Urban Growth concept, 2010-2030

#### **5. PART III: UGB LOCATIONAL CRITERIA**

- a. Introduction
- b. UGB Study Areas
- c. UGB Locational Criteria
- d. Goal 14 Location Factors
- e. Background
  - i. (1) Efficient accommodation of identified land needs
  - ii. (2) Orderly and economic provision of public facilities and services
    - 1. Study Area 1
    - 2. Study area 2
    - 3. Study area X
  - iii. (3) Comparative economic, social, environmental and energy (ESEE) consequences
    - 1. Comparative Economic Consequences
    - 2. Comparative Social Consequences

3. Comparative Environmental Consequences
4. Comparative Energy Consequences
5. ESEE Summary
- iv. (4) Compatibility of the proposed urban uses with nearby agricultural activities occurring on farm land outside the UGB.
  1. Study Area 1
  2. Study Area 2
  3. Study Area 3
  4. Study Area 4
- f. UGB Location Conclusion

## **6. APPENDIX A UGB STUDY AREA SUMMARIES**

- a. Background
- b. Study area 1
  - i. Study area description
  - ii. Public Facilities Project Descriptions – Study Area 1
    1. Sanitary Sewer
    2. Water Service
    3. Transportation
    4. Storm Drainage
- c. Study area 2
  - i. Study area description
  - ii. Public Facilities Project Descriptions – Study Area 2
    1. Sanitary Sewer
    2. Water Service
    3. Transportation
    4. Storm Drainage

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**30 December 2008**

**TO: Springfield City Council and Planning Commission**  
**FROM: Bob Parker**  
**SUBJECT: OPPORTUNITY AREAS FOR EMPLOYMENT SITES AND REQUIREMENTS FOR UGB ALTERNATIVES ANALYSIS**

---

This memorandum presents a brief description of state planning requirements for the modifications of Urban Growth Boundaries (UGBs). It also includes maps of lands outside the UGB, with a specific focus on 10 employment opportunity areas.

The objectives of this memorandum (and our January 12<sup>th</sup> meeting) are to provide the City Council and Planning Commission with:

- An overview of opportunity areas for employment
- Background information on the Alternatives Analysis

## **PRELIMINARY EVALUATION OF LANDS OUTSIDE THE SPRINGFIELD UGB**

The draft economic opportunities and housing needs analyses both conclude that Springfield will need to expand its UGB to accommodate growth forecast for the 2010-2030 period. The exact acreage of the expansion is not yet known; it will depend on the types of land use efficiency measures the City adopts, as well as the specific areas that it chooses to expand into.

As a first step in the Alternatives Analysis, ECONorthwest worked with City staff to develop a series of maps showing characteristics of lands adjacent to the existing Springfield portion of the Metropolitan UGB.<sup>1</sup> The primary study area lands adjacent to the Springfield portion of the Metropolitan UGB. The following maps support this memorandum:

- Map 1: Aerial photo of study areas
- Map 2: Study area zoning (exceptions, marginal land, resource land)
- Map 3: Study area constraints

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<sup>1</sup> The evaluation does not consider lands inside the Eugene portion of the Metropolitan UGB, or lands west of Interstate 5.

- Map 4: Study area soil class
- Map 5: Study area national wetlands inventory and hydric soils

## POTENTIAL AREAS FOR EMPLOYMENT

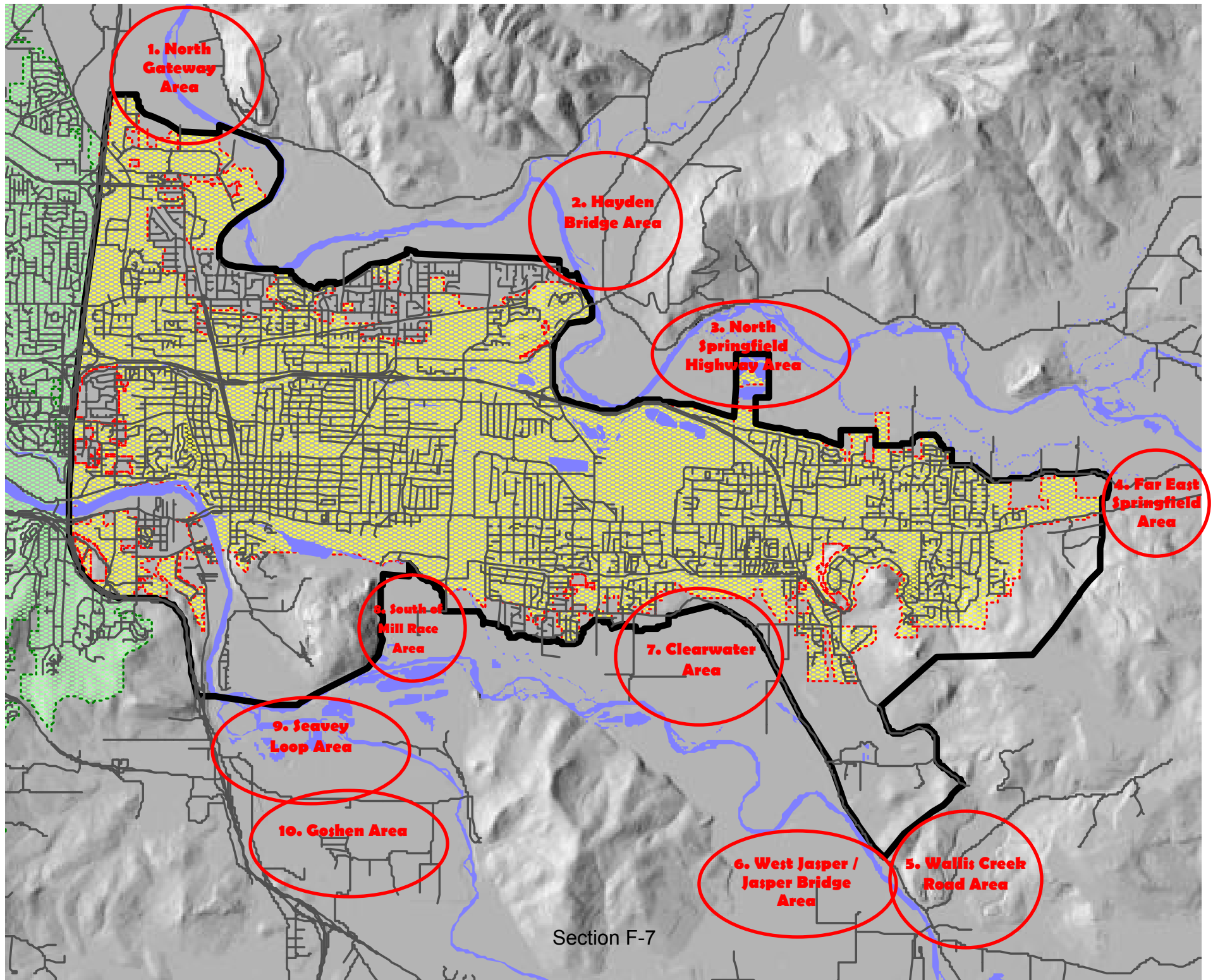
The EOA concludes the City will need to add employment sites to the UGB. Chapter 5 of the EOA identifies a need for larger sites (>5 acres), and some very large sites (three sites >50 acres). Chapter 5 of the EOA also identifies site characteristics that are specific to different industries. Because of the need for larger sites, and the more specific siting characteristics, planners often start the alternatives analysis by identifying potential employment sites.

At its November meeting, the Technical Advisory Committee identified the following employment opportunity areas. This was largely a brainstorming session to conduct a first-cut analysis.

1. North Gateway Area
2. Hayden Bridge Area
3. North Springfield Highway Area
4. Far East Springfield Area
5. Wallis Creek Road Area
6. West Jasper/Jasper Bridge Area
7. Clearwater Area
8. South of Mill Race Area
9. Seavey Loop Area
10. Goshen Area

The map on the following page shows the approximate location of the employment opportunity areas. The Stakeholder Committee will discuss the sites at our next meeting scheduled for January 5<sup>th</sup>. We will summarize the Committee's comments at the beginning of the January 12<sup>th</sup> worksession.





**Table 1. Employment Opportunity Areas: Public Service Opportunities and Constraints**

The following table summarizes public service opportunities and constraints based on information from the Springfield Technical Advisory Committee (TAC). The table is draft, and will be refined through additional discussions with staff and the TAC.

Area	Water	Wastewater	Stormwater	Transportation	Public Safety	Comments
1. North Gateway		May require pumping station Existing sewer in close proximity Potential higher cost than other areas	No developed system, wetlands, riparian areas and natural resources areas. Permitting required for new outfalls	No internal road network Access from existing farm roads Limited capacity at I-5/Beltline interchange Underpass/overpass provides potential access		Portions of the site are in the floodplain and floodway
2. Hayden Bridge		May require pumping across river, then Potential gravity flow Potential higher cost than other areas	No developed system Need to acquire base data	Access from Marcola Road Existing bridge in place		Some floodplain / floodway located west of Marcola Rd. Some steep slopes located east of Marcola Rd.
3. North Springfield Highway		May require a pump station for some areas – mostly gravity flow	wetlands, riparian areas and natural resources areas. Permitting required for new outfalls	Potential access to I-105 and High Banks Road		Portions of the site are in the floodplain and floodway
4. Far East Springfield		May require pumping station	Needs planning and infrastructure	Access from E. Main Street		Some steep slopes
5. Wallis Creek Road		Potential gravity flow area	Needs planning and infrastructure	Access from Jasper Rd. Existing bridge would likely need upgrade for increased traffic generation		Not a lot of floodplain area

Area	Water	Wastewater	Stormwater	Transportation	Public Safety	Comments
6. West Jasper/ Jasper Bridge		May require pump station	Needs planning and infrastructure	Access from Jasper Road		Large portion of rural residential / commercial land
7. Clearwater		Potential gravity flow area Existing sewer in close proximity New sewer extension planned along Jasper Road	Needs flood study Needs planning and infrastructure	Access from Jasper Road		Some floodplain along existing UGB Large portions without floodplain
8. South of Mill Race		Existing sewer in close proximity Potential gravity flow area	Needs flood study Needs planning and infrastructure Limited discharge opportunities	Access to S. 28 <sup>th</sup> St. & S. M St.		Existing SUB well fields in place Mostly publicly owned land
9. Seavey Loop	No existing water service	Need sewer extension from Glenwood Upgrades to existing pump station Potential gravity flow area	Needs flood study Needs planning and infrastructure Limited discharge opportunities	Limited capacity at I-5/30 <sup>th</sup> Street interchange Need for rail and river crossings Opportunities for rail access		Opportunities for parkland at river confluence area School capacity may be limited
10. Goshen		Potential gravity flow area Potential higher cost than other areas	Needs planning and infrastructure			

**Table 2. Employment Opportunity Areas: Site Characteristics and Suitability**

The following table summarizes the suitability for development by building type in each of the employment opportunity areas. The table also presents the site characteristics (identified in the economic opportunities analysis (EOA)) that make the opportunity area suitable. The building types identified in the EOA are: Warehousing and Distribution (W&D), General Industrial (GI), Office (Off.), Retail (Ret.), and Other Services (OS). The EOA identified need for sites 5 acres and larger in each of these building types.

Area	Suitability by Building Type					Site Characteristics that make the site suitable	Comments
	W &D	GI	Off .	Ret.	OS		
1. North Gateway	●	●	●	○	●	Potentially 50+ acre site(s) Located near I-5 interchange Relatively flat Surrounding uses compatible with warehousing and industrial uses Visible from I-5 or arterial streets	Potential demand for land in the North Gateway area (according to Jack Roberts) Willing multiple owners (according to Jack Roberts)
2. Hayden Bridge	⊘	⊘	●	○	●	Sites 5+ acres Access to arterial streets Slopes less than 15% Surrounding uses are compatible with office, retail, and other service uses Visible from arterial or collector streets	High amenity area presents opportunities for corporate head quarters or other commercial
3. North Springfield Highway	⊘	⊘	●	○	○	Sites 5+ acres Type of street access Slopes less than 15% Surrounding uses are compatible with office, retail, and other service uses	
4. Far East Springfield	⊘	⊘	●	○	○	Sites 5+ acres Access to arterial streets Areas with slopes less than 15% Surrounding uses are compatible with office, retail, and other service uses Visible from arterial or collector streets	

Area	Suitability by Building Type					Site Characteristics that make the site suitable	Comments
	W &D	GI	Off	Ret.	OS		
5. Wallis Creek Road	⊘	●	⊙	⊘	⊘	Potentially 50+ acre site(s) Type of street access Slopes less than 15% Surrounding uses are compatible with industrial, office, retail, and other service uses	
6. West Jasper/ Jasper Bridge	⊘	●	⊙	⊘	⊘	Potentially 50+ acre site(s) Type of street access Slopes less than 15% Surrounding uses are compatible with industrial, office, retail, and other service uses	
7. Clearwater	⊘	⊘	⊙	⊙	⊙	Sites 5+ acres Access to collector and neighborhood streets Slopes less than 15%	
8. South of Mill Race	⊘	⊘	⊙	⊙	⊙	Sites 5+ acres Access to collector and neighborhood streets Slopes less than 15% Surrounding uses are compatible with office, retail, and other service uses	
9. Seavey Loop	●	●	⊙	⊘	⊙	Potentially 50+ acre site(s) Located near I-5 interchange Relatively flat Surrounding uses compatible with warehousing, industrial, office, and other service uses Rail access	Opportunity for denser industrial development Commercial firms have expressed interest in this area (according to Jack Roberts)

Area	Suitability by Building Type					Site Characteristics that make the site suitable	Comments
	W &D	GI	Off .	Ret.	OS		
10. Goshen	●	●	⊘	⊘	⊘	Potentially 50+ acre site(s) Located near I-5 interchange Relatively flat Surrounding uses compatible with warehousing, industrial, office, and other service uses	May meet regional industrial land need

Note: ● Highly suitable      ● Somewhat suitable      ⊘ Unsuitable

## POLICY CONTEXT FOR ALTERNATIVES ANALYSIS

This section provides a brief overview of statewide planning goal 14 (Urbanization) and related statutes and administrative rules that govern UGB expansions. These include Goal 14, ORS 197.298, and OAR 660-024. .

### Goal 14: Urbanization

The purpose of goal 14 is:

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

The goal requires that incorporated cities establish UGBs. Moreover, any UGB amendments must be a collaborative process that involves cities and counties and must be adopted by both the city and the county.

Goal 14 requires change of urban growth boundaries be based on the following:

- (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and
- (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories.

Goal 14 includes two other need provisions that are relevant: (1) “in determining need, local governments may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need”; and (2) “prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.” In summary, needs can include land characteristics and cities must consider whether needs can be met within the existing UGB before expanding the UGB.

This is germane to the first steps in the Alternatives Analysis. For example, the City could choose to identify certain areas such as lands with steep slopes or lands in federal ownership as not meeting identified needs.

### Priority of lands

ORS 197.298 establishes a priority of lands for consideration in UGB expansions:

- (a) First priority is land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan. (Springfield does not have urban reserve areas; therefore, this does not apply).
- (b) If land under paragraph (a) of this subsection is inadequate to accommodate the amount of land needed, second priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land.

Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.

(c) If land under paragraphs (a) and (b) of this subsection is inadequate to accommodate the amount of land needed, third priority is land designated as marginal land pursuant to ORS 197.247. (Lane County is a marginal land county; therefore, this applies to Springfield).

(d) If land under paragraphs (a) to (c) of this subsection is inadequate to accommodate the amount of land needed, fourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.

In short, there are three priorities that apply to Springfield. First priority is exception areas or non-resource lands, and may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland. Second priority is marginal land. Third priority is resource land.

Goal 14 provides some additional guidance on boundary locations with consideration of the following factors:

- (1) Efficient accommodation of identified land needs;
- (2) Orderly and economic provision of public facilities and services;
- (3) Comparative environmental, energy, economic and social consequences; and
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

These factors provide direction on selection of lands within the priority scheme and also outline some reasons why lower priority lands may be part of an expansion area if they may better address these factors than lands in higher priority categories. The ORS 197.298 priority scheme is relatively rigid, but the Goal 14 factors allow some flexibility. ORS 197.298 and Goal 14 allow some exceptions to the priority scheme based on “special” needs. For example, if a city identifies a need for lower cost housing that can only be developed on flat land, then that may be a reason to include some resource lands before, or together with, exceptions lands. Such an exception would require additional justification and must be supported by solid technical analysis.

## **Division 24: The Urbanization Rule**

In 2006, the Land Development and Conservation Commission adopted amendments to the Urbanization Rule (OAR 660-024) that were intended to clarify the process of amending UGBs. We have referred to this rule, and some of the safe harbors it establishes, in work on the housing and economic elements.

Subsection 0050 clarifies the procedures for land inventories and local government response to land deficiencies. OAR 660-024-0050(4) requires cities to amend UGBs in response to land deficiencies:

“If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs... the local



government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city or by expanding the UGB, or both, and in accordance with ORS 197.296 where applicable. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. Changes to the UGB must be determined by evaluating alternative boundary locations consistent with OAR 660-024-0060.”

Based on the Economic and Housing Elements, preliminary land needs have been identified. In the draft Urbanization Element presented to the Committee, the findings of the buildable lands inventory and land needs analysis are that some of the need will be met within the UGB, but that additional buildable land will be needed.

### **Boundary Location Alternatives Analysis**

OAR 660-024-0060 requires cities conduct an “Alternatives Analysis” when considering a UGB amendment. The alternatives analysis (the part of the UGB review process that we are now moving into) requires all lands adjacent to the existing UGB be reviewed (e.g., a ring around the UGB). Relevant sections of OAR 660-024-0060 specify the following:

- (1) When considering a UGB amendment, a local government must determine which land to add by evaluating alternative boundary locations. This determination must be consistent with the priority of land specified in ORS 197.298 and the boundary location factors of Goal 14, as follows:
  - (a) Beginning with the highest priority of land available, a local government must determine which land in that priority is suitable to accommodate the need deficiency determined under 660-024-0050.
  - (b) If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.
  - (c) If the amount of suitable land in the first priority category is not adequate to satisfy the identified need deficiency, a local government must determine which land in the next priority is suitable to accommodate the remaining need, and proceed using the same method specified in subsections (a) and (b) of this section until the land need is accommodated.
  - (d) Notwithstanding subsection (a) through (c) of this section, a local government may consider land of lower priority as specified in ORS 197.298(3).
  - (e) For purposes of this rule, the determination of suitable land to accommodate land needs must include consideration of any suitability characteristics specified under section (5) of this rule, as well as other provisions of law applicable in determining whether land is buildable or suitable.

...

(3) The boundary location factors of Goal 14 are not independent criteria. When the factors are applied to compare alternative boundary locations and to determine the UGB location, a local government must show that all the factors were considered and balanced.

(4) In determining alternative land for evaluation under ORS 197.298, "land adjacent to the UGB" is not limited to those lots or parcels that abut the UGB, but also includes land in the vicinity of the UGB that has a reasonable potential to satisfy the identified need deficiency.

(5) If a local government has specified characteristics such as parcel size, topography, or proximity that are necessary for land to be suitable for an identified need, the local government may limit its consideration to land that has the specified characteristics when it conducts the boundary location alternatives analysis and applies ORS 197.298.

(6) The adopted findings for UGB adoption or amendment must describe or map all of the alternative areas evaluated in the boundary location alternatives analysis. If the analysis involves more than one parcel or area within a particular priority category in ORS 197.298 for which circumstances are the same, these parcels or areas may be considered and evaluated as a single group.

(7) For purposes of Goal 14 Boundary Location Factor 2, "public facilities and services" means water, sanitary sewer, storm water management, and transportation facilities.

(8) The Goal 14 boundary location determination requires evaluation and comparison of the relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations. This evaluation and comparison must be conducted in coordination with service providers, including the Oregon Department of Transportation with regard to impacts on the state transportation system. "Coordination" includes timely notice to service providers and the consideration of evaluation methodologies recommended by service providers. The evaluation and comparison must include:

(a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB;

(b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and

(c) The need for new transportation facilities, such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements on existing roadways and, for urban areas of 25,000 or more, the provision of public transit service.

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15 January 2009

**TO: Springfield EOA Stakeholder Committee**  
**FROM: Bob Parker**  
**SUBJECT: SUMMARY OF INPUT FROM COUNCIL/PLANNING COMMISSION  
AND TAC REGARDING OPPORTUNITY AREAS FOR EMPLOYMENT  
SITES**

---

At the January 5<sup>th</sup> meeting, the Stakeholder Committee reviewed and discussed 10 employment opportunity sites identified by the Technical Advisory Committee. Since the January 5<sup>th</sup> meeting, ECO facilitated a meeting with the TAC to identify service issues and priorities regarding the sites, and briefed the City Council and Planning Commission on project progress. This memorandum presents a brief summary of input from the two meetings.

## TAC INPUT

The charge to the TAC was to (1) identify additional serviceability and other issues, and (2) identify priority sites to accommodate large sites. Attached to this memorandum is a site by site summary, as well as a map that provides general acreages for the sites. The TAC identified the following areas as employment and/or residential priorities:

- Areas that may be best suited for employment/large sites  
(in no particular order)
  - North Gateway area (Area 1)
  - Seavey Look and Goshen area (Areas 9/10)
  - North Springfield Highway Area (Area 3)
- Areas that may be best suited for residential  
(in no particular order)
  - Hayden Bridge area
  - Far east Springfield area
  - Clearwater area
  - Wallace Creek area

The TAC also suggested that the Jasper area is a low priority for both employment and housing uses. TAC members identified opportunities for a combination of uses (employment, housing, and parks/open space) in the Seavey Loop/Goshen area. Finally, the TAC recommended combining areas 9/10 into a single study area.

## **CITY COUNCIL/PLANNING COMMISSION INPUT**

Staff and ECONorthwest presented project progress at a joint City Council/Planning Commission meeting on January 12. We asked the decisionmakers to comment on three aspects of the project:

1. Site needs, with an emphasis on large sites
2. Assumptions regarding infill, redevelopment, and employment on lands not designated for employment
3. Employment opportunity sites

In general, decisionmakers appeared pleased with the progress to date, and commended the Stakeholder Committee for your hard work and thoughtful input. With respect to the three questions, we heard a range of comments:

- Many decisionmakers thought the City should work to get more large sites, but state planning requirements are a consideration. Several commented that being aggressive may cause problems with the goal of developing a defensible UGB proposal that has solid justification.
- Decisionmakers had a range of opinions regarding the infill/redevelopment assumptions. There appeared to be general consensus on the infill and employment on non-employment land assumptions. Some decisionmakers thought the redevelopment assumptions were over-optimistic and expressed concern about implementation.
- Decisionmakers generally agreed with the TAC recommendations regarding the employment opportunity sites.

## **SUMMARY OF INPUT ON EMPLOYMENT OPPORTUNITY SITES**

The Stakeholder Committee made a number of suggestions regarding the maps to help better orient the sites. The map on the following page shows approximate study area boundaries and acreages. The boundaries are provision and will be refined through further analysis.



# Map 9: Study Area Summaries City of Springfield, Oregon

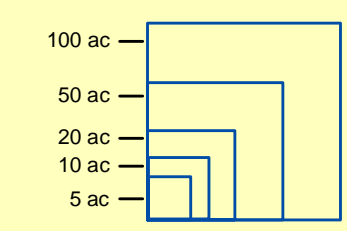
Note: boundaries are provisional and subject to change. Map identifies opportunity sites, but does not preclude lands outside the identified areas from consideration.

**Legend**

- UGB Buffer - 1 Mile Increments
- Metro Plan Boundary
- Urban Growth Boundary
- Lane Slopes 25% and greater
- Lane County NWI
- Riparian Resource Areas
- Floodway
- Flood plain
- Hydric Soils

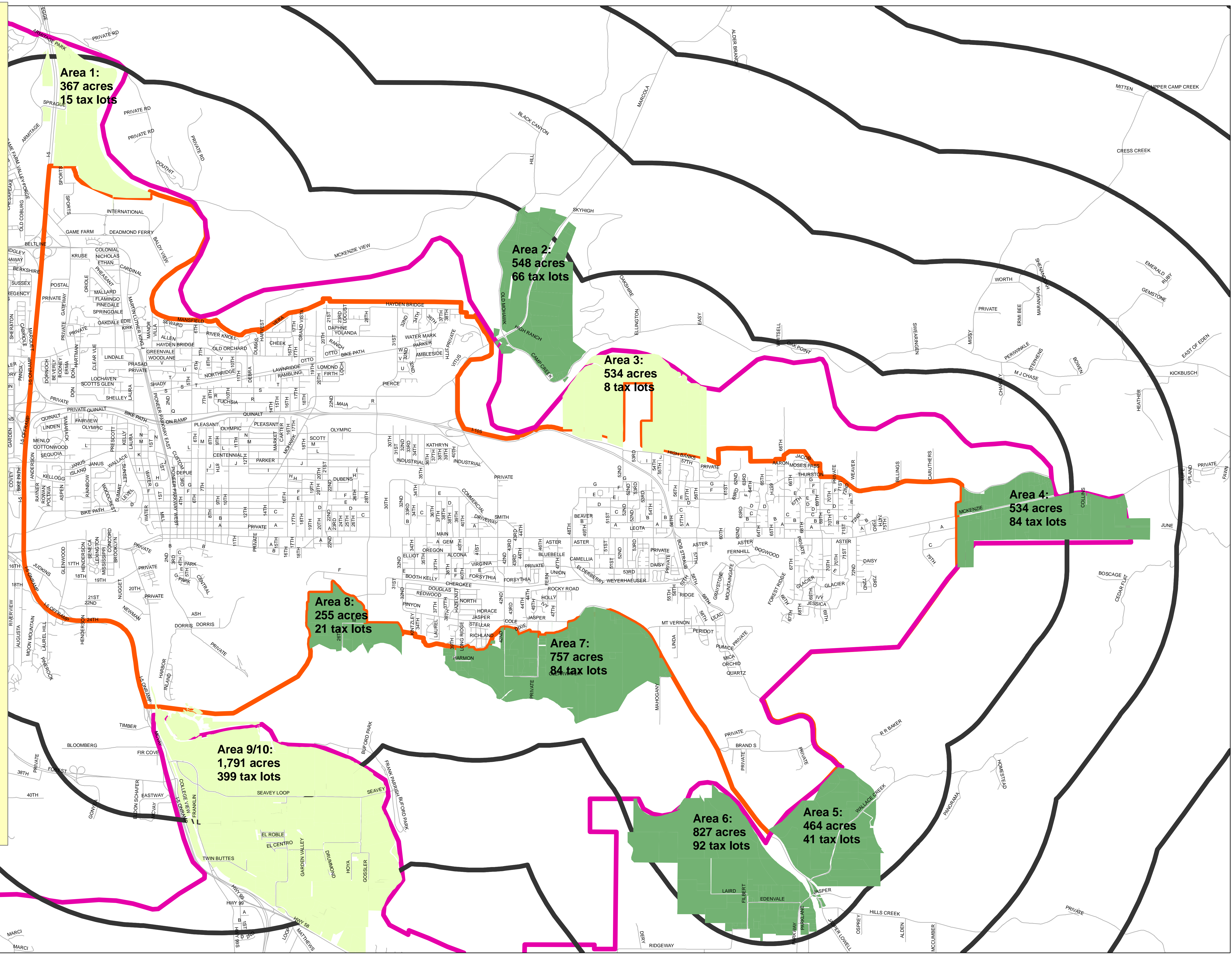
**Size of Tax Lots**

- 0-5 acres
- 5-10 acres
- 10-20 acres
- 20-50 acres
- 50 acres or larger



0 2,500 5,000  
Feet  
RF = 1:25,000

ECONorthwest, December 2008





## 1. NORTH GATEWAY AREA

The TAC identified this area as a potential expansion area for employment

<u>Opportunities</u>	<u>Constraints</u>
<p><b>Wastewater:</b></p> <p>Existing sewer is near</p> <p><b>Transportation:</b></p> <p>Access from farm roads</p> <p>Access around I-5 from under/over pass</p> <p>Good access to LTD</p> <p><b>Characteristics:</b></p> <p>Potentially 50+ acre site(s)</p> <p>Located near I-5 interchange</p> <p>Relatively flat</p> <p>Surrounding uses compatible with warehousing and industrial uses</p> <p>Visible from I-5 or arterial streets</p> <p>Adjacent to large developed center at Gateway</p>	<p><b>Wastewater:</b></p> <p>May require wastewater pump station (or more infrastructure) and may cost more than other areas, depending on the intensity and type of uses</p> <p><b>Stormwater:</b></p> <p>No stormwater system; presence of wetlands, riparian areas, and natural resources</p> <p><b>Transportation:</b></p> <p>No internal road network</p> <p>Limited capacity on local streets at I-5 interchange, which may limit development density, and may require work on Beltline and Gateway roads</p> <p><b>Other:</b></p> <p>Portions of the site are in the floodplain and floodway</p> <p><b>Stakeholder comments:</b></p> <p>Concern about development potential in the floodplain and limitations from Goal 5 land and in riparian areas</p> <p>Concern about cumulative impact of building in the floodplain. Will this cause more flooding, especially a concern for the Hospital site.</p>

## 2. HAYDEN BRIDGE AREA

The TAC identified this area as a potential expansion area for residential uses

<u>Opportunities</u>	<u>Constraints</u>
<p><b>Transportation:</b></p> <ul style="list-style-type: none"> <li>Access from Marcola Road</li> <li>Existing bridge in place</li> <li>Access to I-5 via Hwy 126</li> </ul> <p><b>Characteristics:</b></p> <ul style="list-style-type: none"> <li>Sites 5+ acres</li> <li>Access to arterial streets</li> <li>Slopes less than 15%</li> <li>Surrounding uses are compatible with office, retail, and other service uses</li> <li>Visible from arterial or collector streets</li> </ul> <p><b>Stakeholder comments:</b></p> <ul style="list-style-type: none"> <li>Potential for residential development</li> <li>Possibly easier to service than other areas</li> </ul>	<p><b>Wastewater:</b></p> <ul style="list-style-type: none"> <li>Will require pumping across river, then potential gravity flow and may cost more than other areas</li> <li>Would need to expand capacity on existing sewer line in Marcola Rd.</li> </ul> <p><b>Transportation</b></p> <ul style="list-style-type: none"> <li>Previous ODOT study showed need for expansion at the Hwy 126 and 42nd Street interchange, not accounting for possible UGB expansion in this area</li> <li>Tendency for traffic to backup at the rail crossing</li> </ul> <p><b>Stormwater:</b></p> <ul style="list-style-type: none"> <li>No developed system</li> <li>Stormwater discharge may be constrained because the EWEB's water intake is near</li> </ul> <p><b>Other:</b></p> <ul style="list-style-type: none"> <li>Some floodplain / floodway and steep slopes</li> <li>Significant potential wetland issues</li> <li>The area of marginal land may have CC&amp;R that restricts land divisions, precluding more intense development</li> </ul> <p><b>Stakeholder comments:</b></p> <ul style="list-style-type: none"> <li>Geography seems confining for commercial/industrial uses</li> <li>Concern about potential for wetlands and development potential in wetlands</li> </ul>

### 3. NORTH SPRINGFIELD HIGHWAY AREA

<u>Opportunities</u>	<u>Constraints</u>
<p><b>Transportation:</b></p> <p>Potential access to Hwy 126 and High Banks Road</p> <p>ODOT in planning stages for improvements at 52nd Street and Main Street, which may make planning for additional capacity easier</p> <p><b>Characteristics:</b></p> <p>Sites 5+ acres</p> <p>Type of street access</p> <p>Slopes less than 15%</p> <p>Surrounding uses are compatible with industrial, office, retail, and other service uses</p> <p><b>Other:</b></p> <p>Potentially a good location for industrial development</p>	<p><b>Wastewater:</b></p> <p>May require a pump station for some areas – mostly gravity flow</p> <p><b>Transportation</b></p> <p>ODOT in planning stages for improvements at 52nd Street and Main Street but UGB expansion would require additional improvements beyond what is currently under consideration</p> <p><b>Stormwater:</b></p> <p>Presence of wetlands, riparian areas and natural resources areas.</p> <p>Must maintain natural drainage system in Cedar Creek.</p> <p><b>Other:</b></p> <p>Some floodplain / floodway</p> <p>FEMA is re-mapping the floodplain in this area, with results due in late January 2009</p> <p><b>Stakeholder comments:</b></p> <p>Cedar Creek receives stormwater for parts at UGB. May be at capacity for stormwater.</p> <p>Concern about development potential in the floodplain</p> <p>Concern that the floodplain shown on the maps is inaccurate because the 1996 flood covered more area than shown</p> <p>SUB has wells in this area, which may restrict development</p>



## 4. FAR EAST SPRINGFIELD AREA

The TAC identified this area as a potential expansion area for residential uses

<b><u>Opportunities</u></b>	<b><u>Constraints</u></b>
<b>Transportation:</b> Access from E. Main Street	<b>Wastewater:</b> May require pumping station
<b>Characteristics:</b> Sites 5+ acres Access to arterial streets Areas with slopes less than 15% Surrounding uses are compatible with office, retail, and other service uses Visible from arterial or collector streets	<b>Transportation</b> UGB expansion may require expansion of Hwy 126  <b>Stormwater:</b> Needs planning and infrastructure
<b>Stakeholder comments:</b> Potential for residential development Lesser quality of soils on south side, which may be an opportunity	<b>Other:</b> Some steep slopes  <b>Stakeholder comments:</b> Cedar Creek receives stormwater for parts at UGB. May be at capacity for stormwater.  Steep slopes may limit development density

## 5. WALLACE CREEK ROAD AREA

The TAC identified this area as a potential expansion area for residential uses

<u>Opportunities</u>	<u>Constraints</u>
<p><b>Transportation:</b></p> <p>Access from Jasper Rd.</p> <p>Weyerhaeuser Haul Rd may make site access easier and provide connection to other roads (Jasper Rd and the Bob Straub Parkway)</p> <p><b>Other:</b></p> <p>Not a lot of floodplain</p> <p><b>Characteristics:</b></p> <p>Potentially 50+ acre site(s)</p> <p>Type of street access</p> <p>Slopes less than 15%</p> <p>Surrounding uses are compatible with industrial, office, retail, and other service uses</p> <p><b>Stakeholder comments:</b></p> <p>Potential to connect to Highway 58, which may provide large sites for commercial and industrial uses</p> <p>Potential for large industrial site on the edge of Jasper, which may be an opportunity for an industrial site</p> <p>The slopes in part of the area may be a good opportunity for residential development</p>	<p><b>Wastewater:</b></p> <p>May need a pump station</p> <p>Will need to extend wastewater system from where it will end at Bob Straub Parkway</p> <p><b>Stormwater:</b></p> <p>Needs planning and infrastructure</p> <p><b>Transportation:</b></p> <p>Existing bridge would likely need upgrade</p> <p>May require improvements to Jasper Road and the intersection of Jasper Rd and Hwy 58</p> <p><b>Stakeholder comments:</b></p> <p>Willamette Greenway may be a constraint that reduces development density</p>

## 6. WEST JASPER/JASPER BRIDGE AREA

<u>Opportunities</u>	<u>Constraints</u>
<p><b>Transportation:</b> Access from Jasper Rd.</p> <p><b>Other:</b> Large portion of rural residential / commercial land</p> <p><b>Characteristics:</b> Potentially 50+ acre site(s) Type of street access Slopes less than 15% Surrounding uses are compatible with industrial, office, retail, and other service uses</p>	<p><b>Wastewater:</b> Will require pump station Would need to get wastewater system across the river</p> <p><b>Transportation</b> May require improvements to the intersection of Jasper Rd and Hwy 58</p> <p><b>Stormwater:</b> Needs planning and infrastructure</p> <p><b>Other:</b> Large portion of rural residential / commercial land  River crossings make the area more complex to service and may not be appropriate for employment uses</p> <p><b>Stakeholder comments:</b> Flooding along Willamette Greenway may constrain development</p>

## 7. CLEARWATER AREA

The TAC identified this area as a potential expansion area for residential uses

<b><u>Opportunities</u></b>	<b><u>Constraints</u></b>
<p><b>Wastewater:</b></p> <p>Potential gravity flow; existing sewer is close; planned sewer extension along Jasper Rd</p> <p><b>Transportation:</b></p> <p>Access from Jasper Rd.</p> <p><b>Other:</b></p> <p>Large amount of land not in floodplain</p> <p><b>Characteristics:</b></p> <p>Sites 5+ acres</p> <p>Access to collector and neighborhood streets</p> <p>Slopes less than 15%</p> <p><b>Stakeholder comments:</b></p> <p>School district owns land in area</p> <p>Potential for residential development but commercial potential is limited to small scale commercial, such as neighborhood commercial</p>	<p><b>Stormwater:</b></p> <p>Need flood study; need planning and infrastructure</p> <p><b>Transportation:</b></p> <p>Most transportation impacts would be on local streets</p> <p>May need grade-separated railroad crossing</p> <p><b>Other:</b></p> <p>Some land in the floodplain</p> <p><b>Stakeholder comments:</b></p> <p>Concern about development potential in the floodplain</p> <p>Need to build around natural flood channels</p> <p>Willamette Greenway may be a constraint that reduces development density</p> <p>SUB's water treatment facility to the western edge of site, which may not impact development</p>

## 8. SOUTH OF MILL RACE AREA

<u>Opportunities</u>	<u>Constraints</u>
<p><b>Wastewater:</b></p> <p>Existing sewer is relatively close</p> <p><b>Other:</b></p> <p>Mostly publicly owned land</p> <p><b>Characteristics:</b></p> <p>Sites 5+ acres</p> <p>Access to collector and neighborhood streets</p> <p>Slopes less than 15%</p> <p>Surrounding uses are compatible with office, retail, and other service uses</p> <p><b>Stakeholder comments:</b></p> <p>Some industrial uses may be compatible in this area</p> <p>This site seems more integrated into the existing urban context of Springfield</p> <p>There is a lot of land in public ownership, which opportunities for public over site of a master planning process</p>	<p><b>Wastewater:</b></p> <p>May require a pumping station</p> <p><b>Stormwater:</b></p> <p>Need flood study; need planning and infrastructure</p> <p>Limited discharge opportunities</p> <p><b>Transportation:</b></p> <p>Access to S. 28<sup>th</sup> St. &amp; S. M St.</p> <p>Need to bridge the Mill Race</p> <p>Would need to improve access to the site from the rest of the City</p> <p><b>Water</b></p> <p>Existing SUB well fields in place</p> <p><b>Stakeholder comments:</b></p> <p>Existing SUB well fields in place, which may restrict development</p> <p>Railroad crossing creates a barrier at 28<sup>th</sup> Street</p>

## 9. SEAVEY LOOP AND GOSHEN AREA

The TAC identified this area as a potential expansion area for employment

<u>Opportunities</u>	<u>Constraints</u>
<p><b>Wastewater:</b></p> <ul style="list-style-type: none"> <li>Glenwood has sewer</li> <li>Potential gravity flow area</li> </ul> <p><b>Transportation:</b></p> <ul style="list-style-type: none"> <li>Opportunities for rail access</li> </ul> <p><b>Characteristics:</b></p> <ul style="list-style-type: none"> <li>Potentially 50+ acre site(s)</li> <li>Located near I-5 interchange</li> <li>Relatively flat</li> <li>Surrounding uses compatible with warehousing, industrial, office, and other service uses</li> </ul> <p><b>Other:</b></p> <ul style="list-style-type: none"> <li>Availability for large sites</li> <li>Opportunities for parkland at river confluence area</li> <li>Opportunity for denser industrial development</li> <li>Commercial firms have expressed interest in this area</li> <li>May meet regional land needs</li> <li>Wildish is in the process of doing a floodplain analysis</li> </ul> <p><b>Stakeholder comments:</b></p> <ul style="list-style-type: none"> <li>There are gravel pits in this area, which provides development opportunities</li> <li>This area has potential for development into an area with similar employment value as Gateway</li> <li>Look for opportunities around the Highway 58 interchange for big industrial sites, possibly west of I-5</li> </ul>	<p><b>Wastewater:</b></p> <ul style="list-style-type: none"> <li>Need sewer extension from Glenwood</li> <li>Will need a pump station</li> </ul> <p><b>Stormwater:</b></p> <ul style="list-style-type: none"> <li>Needs flood study</li> <li>Needs planning and infrastructure</li> <li>Limited discharge opportunities</li> </ul> <p><b>Transportation:</b></p> <ul style="list-style-type: none"> <li>Limited capacity at I-5/30th Street interchange, which will be costly</li> <li>Need for above-grade rail crossing and river crossing</li> </ul> <p><b>Water:</b></p> <ul style="list-style-type: none"> <li>No existing water service</li> </ul> <p><b>Other:</b></p> <ul style="list-style-type: none"> <li>Development in this area would be more financially feasible if Eugene were planning to grow into the LCC basin over the planning period.</li> <li>School capacity may be limited</li> </ul> <p><b>Stakeholder comments:</b></p> <ul style="list-style-type: none"> <li>The cost of upgrading the I-5 Interchange may be prohibitively high</li> <li>Planning in this area should be done to protect Mt. Pisgah</li> <li>High quality agriculture soils</li> </ul>

## Springfield Urban Growth Boundary Location Alternatives Analysis

### **Goal 14 Boundary Location Factor 2: Orderly and economic provision of public facilities and services**

OAR 660-024-0060 requires cities conduct an “Alternatives Analysis” when considering a UGB amendment. The alternatives analysis (the part of the UGB review process that we are now moving into) requires all lands adjacent to the existing UGB be reviewed (e.g., a ring around the UGB). Relevant sections of OAR 660-024-0060 specify the following:

(1) When considering a UGB amendment, a local government must determine which land to add by evaluating alternative boundary locations. This determination must be consistent with the priority of land specified in ORS 197.298 and the boundary location factors of Goal 14, as follows:

(a) Beginning with the highest priority of land available, a local government must determine which land in that priority is suitable to accommodate the need deficiency determined under 660-024-0050.

(b) If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.

(c) If the amount of suitable land in the first priority category is not adequate to satisfy the identified need deficiency, a local government must determine which land in the next priority is suitable to accommodate the remaining need, and proceed using the same method specified in subsections (a) and (b) of this section until the land need is accommodated.

(d) Notwithstanding subsection (a) through (c) of this section, a local government may consider land of lower priority as specified in ORS 197.298(3).

(e) For purposes of this rule, the determination of suitable land to accommodate land needs must *include consideration of any suitability characteristics specified under section (5) of this rule, as well as* other provisions of law applicable in determining whether land is buildable or suitable.

(3) The boundary location factors of Goal 14 are not independent criteria. When the factors are applied to compare alternative boundary locations and to determine the UGB location, a local government must show that all the factors were considered and balanced.

(4) In determining alternative land for evaluation under ORS 197.298, "land adjacent to the UGB" is not limited to those lots or parcels that abut the UGB, but also includes land in the vicinity of the UGB that has a reasonable potential to satisfy the identified need deficiency.

(5) If a local government has specified characteristics such as parcel size, topography, or proximity that are necessary for land to be suitable for an identified need, the local government may limit its consideration to land that has the specified characteristics when it conducts the boundary location alternatives analysis and applies ORS 197.298.

(6) The adopted findings for UGB adoption or amendment must describe or map all of the alternative areas evaluated in the boundary location alternatives analysis. If the analysis involves more than one parcel or area within a particular priority category in ORS 197.298 for which circumstances are the same, these parcels or areas may be considered and evaluated as a single group.

**(7) For purposes of Goal 14 Boundary Location Factor 2, "public facilities and services" means water, sanitary sewer, storm water management, and transportation facilities.**

**(8) The Goal 14 boundary location determination requires evaluation and comparison of the relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations. This evaluation and comparison must be conducted in coordination with service providers, including the Oregon Department of Transportation with regard to impacts on the state transportation system. "Coordination" includes timely notice to service providers and the consideration of evaluation methodologies recommended by service providers. The evaluation and comparison must include:**

**(a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB;**

**(b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and**

**(c) The need for new transportation facilities, such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements on existing roadways and, for urban areas of 25,000 or more, the provision of public transit service.**

The Springfield Economic Opportunities Analysis (EOA) concludes the City will need to add employment sites to the UGB to meet its economic development objectives. Chapter 5 of the EOA identifies a need for larger sites (>5 acres), and some very large sites (three sites >50 acres). Chapter 5 of the EOA also identifies site characteristics that are specific to different industries. Because of the need for larger sites, and the more specific siting characteristics, planners often start the alternatives analysis by identifying potential employment sites. In late 2008 and early 2009 the CIBL CAC and TAC identified and potential employment opportunity areas for further study.

1. North Gateway Area
2. Hayden Bridge Area
3. North Springfield Highway Area
4. Far East Springfield Area
5. Wallis Creek Road Area
6. West Jasper/Jasper Bridge Area
7. Clearwater Area
8. South of Mill Race Area
- 9/10 Seavey Loop Area to Goshen Area



## Public Services Comparison

Service providers were asked to perform a high-level comparative analysis of the study areas to determine ease/difficulty of providing service. The service providers submitted matrices that assigned values 1-5 with 1 = EASY 3= MEDIUM DIFFICULT 5= DIFFICULT

Staff compiled the matrices into one matrix.

Green = 1 EASIER
Light Green = 2 MODERATE
Yellow = 3 MEDIUM HIGH
Orange = 4 MEDIUM - HIGH DIFFICULTY
Red = 5 MOST DIFFICULT

Study Area	Willamalane Parks & Recreation	Willamalane Comments	Fire and Life Safety Ranking	Fire and Life Safety Comments	Transportation Systems	Stormwater Systems	Wastewater Systems	Water Systems
<b>1. North Gateway Area (Flood Plain Only - Flood Way Removed)</b>		Relatively far from Park Services Center and Community Recreation Center, but good access.		Southernmost area can be served only if direct road network connecting from International, Maple Island or Sportsway is built. Actual Travel time study will be necessary to verify model				
<b>2. Hayden Bridge Area</b>		Relatively far from Park Services Center and Community Recreation Center. Relatively close to existing and planned parks.		A portion of this site can be served under current deployment. A full adoption of this site will require relocation or addition of a fire station				
<b>3. North Springfield Highway Area</b>		Relatively close to Park Services Center and Community Recreation Center. Somewhat distant from existing parks. Good access.		This site can be served by current deployment. The proposed relocation of FS 14 to 57th and Bob Straub parkway will not negatively impact level of service.				

4. Far East Springfield Area	Willamalane Ranking	Willamalane Comments Far from Park Services Center and Community Recreation Center. Concern re. availability of land suitable for park development.	Fire and Life Safety Ranking	Fire and Life Safety Comments At edge of coverage area, service depends on street config	Transportation Systems	Stormwater Systems	Wastewater Systems	Water Systems
5. Wallis Creek Road Area Concept 1 & 2		Concepts 1 & 2 Far from Park Services Center, Community Recreation Center, and existing parks. Too small.		Will require an additional fire station depending on the street configuration.				
5. Wallis Creek Road Area Concept 3		Far from Park Services Center, Community Recreation Center, and existing parks, but good access.						
6. West Jasper/Jasper Bridge Area		Far from Park Services Center, Community Recreation Center, and existing parks. Poor access.	Did not rank					
7. Clearwater Area		Close to Park Services Center, Community Recreation Center, and existing parks. Please include Clearwater Park.		Northernmost areas can be served by existing Fire department deployment. Southern areas may be served at level 1 depending on street configuration and verified by actual drive time study.		North 500 acres South 500 acres	North South	

8. South of Mill Race Area	Willamalane Ranking	Willamalane Comments	Fire and Life Safety Ranking	Fire and Life Safety Comments	Transportation Systems	Stormwater Systems	Wastewater Systems	Water Systems
9. I-5 South /Seavey Loop Area – Concept 1		Relatively close to Park Services Center and Community Recreation Center, existing and planned parks. Already within District boundaries.		Northernmost areas can be served by existing Fire department deployment. Southern areas may be served at level 1 depending on street configuration			North (Gravity Flow)	
9. I-5 South /Seavey Loop Area – Concepts 2 & 3		Far from Park Services Center and Community Recreation Center, existing and planned parks (although close to Buford). Large amount of wetlands and floodplain, limiting opportunities for active park development.		This site is significantly removed from Fire Department ability to serve and will require a fire station to be built and staffed.			South (Pump Station)	

# Fire Department Assessment: Buildable Lands Inventory of the UGB Areas

- Easy:**
- 1 - Current Urban Level of Service can be provided utilizing existing deployment
  - 2- Current Urban Level of Service can be provided but will require possible redeployment of apparatus and/or additional staff

- Moderate:**
- 3- Can serve but will require relocation of existing station(s) to provide urban level of service
  - 4- Can serve but will require relocation of existing station(s) and additional apparatus and/or staff

- Difficult:**
- 5- Can serve by adding additional station, additional staff, additional apparatus to current deployment scheme

Assumption: Score in **Blue** (top row) is current fire department deployment (5 station, 22 min. Operations Division manning + 4 Deputy Fire

Score in **Red** is configuration with proposed relocation of Stn 14 to 57th x Bob Straub Pkwy

Area	#1 North Gateway (Flood Plain Only - Flood Way Removed)	#2 Hayden Bridge	#3 North Springfield Highway	#4 Far East Springfield	#5 Wallace Creek Road	#7 Clearwater	#8 South of Millrace	#9/10 Seavy Loop and Goshen Area	#11 *Jasper Natron existing UGB to Brand S Rd Area	#12 *Glenwood west side
<b>Score</b>	<b>1</b>	<b>3 or 5</b>	<b>1</b>	<b>1</b>	<b>5</b>	<b>1</b>	<b>1</b>	<b>5</b>	<b>3</b>	<b>3</b>
<b>Score</b>	<b>1</b>	<b>3 or 5</b>	<b>1</b>	<b>1</b>	<b>5</b>	<b>1</b>	<b>1</b>	<b>5</b>	<b>3</b>	<b>3</b>
<b>Comment</b>	1 - Southernmost area can be served only if direct road network connecting from International, Maple Island or Sportsway is built. Actual Travel time study will be necessary to verify model 3 - if majority of area in concept is annexed.	A portion of this site can be served under current deployment. A full adoption of this site will require relocation or addition of a fire station	1 (1). This site can be served by current deployment. The proposed relocation of FS 14 to 57th and Bob Straub parbkway will not negatively impact level of service.	1. At edge of coverage area, service depends on street config	5. Will require an additional fire station depending on the street configuration.	1. Northernmost areas can be served by existing Fire department deployment. Southern areas may be served at level 1 depending on street configuration and verified by actual drive time study.	1. Northernmost areas can be served by existing Fire department deployment. Southern areas may be served at level 1 depending on street configuration	5 (5)This site is significantly removed from Fire Department ability to serve and will require a fire station to be built and staffed.	3 (3)This site is already in the current City UGB. The existing development is at the extreme limit of Fire Department ability to serve at city standard. Additional development within the existing Jasper Natron UGB to the South of Pebble Lane will require relocation of Fire Station 14	This site is already in the current UGB with wetstern and southern non-annexed portions unable to be served to city standards utilizing current deployment.

1- EASY	#1 North Gateway	#2 Hayden Bridge	#3 North Springfield Highway	#4 Far East Springfield (200 Acres Only)	#5 Wallace Creek Road	#6 West Jasper/Jasper Bridge	#7 Clearwater (Net-Out Mill Race Buffer)	#8 South of Mill Race (Mill Race Buffer Reduction & SUB Well Field Reduction)	#9/10 Seavey Loop and Goshen Area
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WATER SUPPLY CONSIDERATIONS, BY SUB – JUNE 24, 2009

Arrera, Keeler, McKee, Miller

Source	3	5	3	1	5	5	3	3	5
Storage	3	5	3	1	5	5	3	3	5
Transmission	5	5	3	1	5	5	5	1	5
Average	3.67	5	3	1	5	5	3.67	2.33	5

#4 – Area south of Main Street is more difficult for the higher elevations

#7 – Providing fire protection flows would be difficult

#8 – Source value is 5 for residential, 3 for light industrial, 1 for aggregate extraction

## BUILDABLE LANDS INVENTORY OF THE (UGB) AREAS

1- EASY 3- MODERATE 5- DIFFICULT	#1 North Gateway (Flood Plain Only-Flood Way Removed)	#2 Hayden Bridge	#3 North Springfield Highway (Flood Plain Only-Flood Way Removed)	#4 Far East Springfield (200 Acres Only)	#5 Wallace Creek Road (No Steep Slopes)	#6 West Jasper/Jasper Bridge	#7 Clearwater (Net-Out Mill Race Buffer)	#8 South of Mill Race (Mill Race Buffer Reduction & SUB Well Field Reduction)	#9/10 Seavey Loop and Goshen Area
SEWER	1	5	1	1	1	5	1-North/ 3-South	1	3-North/ (Gravity Flow)  5-South (Pump Station)
STORM	1	5	1	3	1	1	1-North/ 3-South (Roughly 500 acres North and 500 acres South)	3 (Because of SUB's Well Field and need for storm pipe through buffer area)	1
TRANSPORTATION	5	3	1	1	3	5	3	3	5

The three areas that the stake holders are most interested in are # 1 with 270.0 unconstrained acres, # 7 with 1,066.5 unconstrained acres, and #9/10 with 1284.2 unconstrained acres. Please see attachments 1, 2, and 3 with more information on these properties. *(This information was given to me, DeeDee Martin, after the meeting on June 3, 2006.)*

Those who attended meeting on Wednesday, June 3, 2009; Linda Pauly, Jeff Paschall, Matt Stouder, George Walker, Susie Smith, Len Goodwin, Tom Boyatt, Brian Conlon, Rhonda Rice, Ron Bittler, DeeDee Martin, & Ken Vogeney.

**\*\*DRAFT\*\* BUILDABLE LANDS INVENTORY OF THE (UGB) AREAS \*\*DRAFT\*\***

1- EASY 3- MODERATE 5- DIFFICULT	#1 North Gateway (Flood Plain Only-Flood Way Removed)	#2 Hayden Bridge	#3 North Springfield Highway (Flood Plain Only-Flood Way Removed)	#4 Far East Springfield (200 Acres Only)	#5 Wallace Creek Road (No Steep Slopes)	#6 West Jasper/Jasper Bridge	#7 Clearwater (Net-Out Mill Race Buffer) (Roughly 500 acres North and 500 acres South)	#8 South of Mill Race (Mill Race Buffer Reduction & SUB Well Field Reduction)	#9/10 Seavey Loop and Goshen Area (1791 acres gross area)
<b>SEWER</b>	1	5	1	1	1	5	1-North/ 3-South	1	3-North (Gravity Flow) \$1M to \$5M  5-South (Pump Station) \$1M to \$5M
<b>Cost Estimate Range*</b>	\$5M to \$10M	\$15M to \$20M	\$1M to \$5M	\$5M to \$10M	\$1M to \$5M	>\$20M	North-<\$1M South-\$1M to \$5M	\$1M to \$5M	
<b>STORM</b>	1	5	1	3	1	1	1-North/ 3-South	3	1
<b>Cost Estimate Range*</b>	\$1M to \$5M	\$5M to \$10M	\$1M to \$5M	\$5M to \$10M	\$1M to \$5M	\$5M to \$10M	North-\$1M to \$5M South-\$1M to \$5M	(Because of SUB's Well Field and need for storm pipe through buffer area) \$1M to \$5M	\$1M to \$5M
<b>TRANSPORTATION</b>	5	3	1	1	3	5	3	3	5
<b>Cost Estimate Range*</b>	\$15 to \$20M	\$10M to \$15M	\$5M to \$10M	\$5 to \$10M	\$5 to \$10M	\$15M to \$20M	>\$20M (RR Grade Separation @ S. 42 <sup>nd</sup> or Mt. Vernon Rd)	\$5 to \$10M	>\$20M (I-5/30 <sup>th</sup> Interchange; RR Grade Separation; Bridge over River)

\*1. 2009 Dollars 2. Right-of-way/Easement acquisition costs are not included

**\*\*DRAFT\*\* Provision of Transportation, Stormwater, and Wastewater Service \*\*DRAFT\*\***

**UGB Expansion Areas Employment Lands Only**

**Commercial/Industrial/Public Zoning**

Map No.	Area No.	Area Name	Suitable Acres	Transportation		Stormwater		Wastewater		Total	
				Difficulty	Cost Range*	Difficulty	Cost Range*	Difficulty	Cost Range*	Difficulty	Cost Range*
6. - Priority 1 Lands	9	Seavey Loop	56	3	\$5M to \$10M	1	\$1M to \$5M	5	\$1M to \$5M	9	\$7M to \$20M
7. Concept 1	1	N. Gateway	275	5	\$15M to \$20M	1	\$1M to \$5M	1	\$5M to \$10M		
7. Concept 1	8	S. of Mill Race	130	3	\$5M to \$10M	3	\$1M to \$5M	1	\$1M to \$5M		
7. Concept 1	9	Seavey Loop	235	5	>20M	1	\$1M to \$5M	5	\$1M to \$5M		
Concept 1 Totals			640	13	\$40M to >\$50M	5	\$3M to \$15M	7	\$7M to \$20M	25	\$50M to >\$85M
9. Concept 2	3	N. of 52nd	300	1	\$5M to \$10M	1	\$1M to \$5M	1	\$1M to \$5M		
9. Concept 2	8	S. of Mill Race	250	3	\$5M to \$10M	3	\$1M to \$5M	1	\$1M to \$5M		
9. Concept 2	9	Seavey Loop	90	5	\$15M to \$20M	1	\$1M to \$5M	5	\$1M to \$5M		
Concept 2 Totals			640	9	\$25M to \$40M	5	\$3M to \$15M	7	\$3M to \$15M	21	\$31M to \$70M
11. Concept 3	1	N. Gateway	275	5	\$15M to \$20M	1	\$1M to \$5M	1	\$5M to \$10M		
11. Concept 3	3	N. of 52nd	275	1	\$5M to \$10M	1	\$1M to \$5M	1	\$1M to \$5M		
11. Concept 3	9	Seavey Loop	90	5	\$15M to \$20M	1	\$1M to \$5M	5	\$1M to \$5M		
Concept 3 Totals			640	11	\$35M to \$50M	3	\$3M to \$15M	7	\$7M to \$20M	21	\$45M to \$85M

voge2997:  
Verify w/ Linda

\*1. 2009 Dollars 2. Right-of-way/Easement acquisition costs are not included.

**NOTE:** Cost estimates shown are to provide service to the respective map areas - They do not include costs to provide the systems internal to that map area.



**SPRINGFIELD UGB EXPANSION ALTERNATIVES  
PARKS AND RECREATION SERVICEABILITY ANALYSIS**

Site	Projected Land Use	Acres	Serviceability Ranking <sup>1</sup>	Comments
Area 1--North Gateway	Emp	35	2	Relatively far from Park Services Center and Community Recreation Center, but good access.
Area 2--Hayden Bridge <sup>2</sup>	Emp?		3	Relatively far from Park Services Center and Community Recreation Center. Relatively close to existing and planned parks.
Area 3--N. of 52nd Ave.	Emp	540	2	Relatively close to Park Services Center and Community Recreation Center. Somewhat distant from existing parks. Good access.
Area 4--East Springfield Concept 1	Res	140	4	Far from Park Services Center and Community Recreation Center. Concern re. availability of land suitable for park development.
Area 4--East Springfield Concepts 2 & 3	Res	60	4	Far from Park Services Center and Community Recreation Center. Concern re. availability of land suitable for park development.
Area 5--Wallace Creek Concepts 1 & 2	Res	30	4	Far from Park Services Center, Community Recreation Center, and existing parks. Too small.
Area 5--Wallace Creek Concept 3	Res	135	3	Far from Park Services Center, Community Recreation Center, and existing parks, but good access.
Area 6--West Jasper <sup>2</sup>	Emp?		5	Far from Park Services Center, Community Recreation Center, and existing parks. Poor access.
Area 7--Clearwater Lane Concept 1	Res	300	1	Close to Park Services Center, Community Recreation Center, and existing parks. Please include Clearwater Park.
Area 7--Clearwater Lane Concept 2	Res	390	1	Close to Park Services Center, Community Recreation Center, and existing parks. Please include Clearwater Park.
Area 7--Clearwater Lane Concept 3	Res	150	1	Close to Park Services Center, Community Recreation Center, and existing parks. Please include Clearwater Park.

Site	Projected Land Use	Acres	Serviceability Ranking <sup>1</sup>	Comments
Area 8-- S. of Mill Race Concept 1	Emp	140	2	Relatively close to Park Services Center and Community Recreation Center, existing and planned parks. Already within District boundaries.
Area 8-- S. of Mill Race Concept 2	Emp	350	2	Relatively close to Park Services Center and Community Recreation Center, existing and planned parks. Already within District boundaries.
Area 9--Seavey Loop Concept 1	Emp	500	4	Far from Park Services Center and Community Recreation Center, existing and planned parks (although close to Buford). Large amount of wetlands and floodplain, limiting opportunities for active park development.
Area 9--Seavey Loop Concepts 2 & 3	Emp	260	3	Far from Park Services Center and Community Recreation Center, existing and planned parks (although close to Buford).

**NOTES**

1. On a scale of 1-5, where 1 = easy, 3 = moderate, and 5 = difficult.
2. Originally identified as a potential employment site. Eliminated? Acres not stated.

# Springfield 2030 Refinement Plan

## PROPOSED SPRINGFIELD URBAN GROWTH BOUNDARY CONCEPTS

*December 31, 2009*

*The attached maps illustrate three possible concepts for Springfield's Urban Growth Boundary. These maps have been presented at public open houses throughout 2009.*

***PLEASE NOTE: In December 2009, the City amended the Springfield Residential Land and Housing Needs Analysis. The residential lands needs determination has been amended, as adopted by the Springfield City Council on December 7, 2009, thus the proposed UGB expansion for residential lands shown in the attached concepts is no longer relevant. The attached maps were prepared prior to the amendment and have not been updated as of December 31, 2009. The proposed UGB expansion for employment lands shown in the attached concepts remains relevant and will be the subject of future public hearings.***

***The Springfield and Lane County Commissioners will conduct public hearings beginning in February 2010 and will be asked to select a preferred alternative for Springfield's UGB. Once the preferred alternative is selected, Springfield will prepare detailed Alternatives Analysis findings, as outlined in the attached documents.***

**PROF 1 DLCD Notice of Proposed Amendment**

DATE STAMP

in person  electronic  mailed

For DLCD Use Only

**THIS FORM MUST BE RECEIVED BY DLCD AT LEAST 45 DAYS PRIOR TO THE FIRST EVIDENTIARY HEARING PER ORS 197.610, OAR CHAPTER 660, DIVISION 18**

Jurisdiction: City of Springfield Date of First Evidentiary Hearing: **2-17-10**  
 Local File Number: **LRP2009-00015** Date of Final Hearing: **Unknown**  
 Is this a **REVISION** to a previously submitted proposal? No Date submitted: **12-31-09**  
 Comprehensive Plan Text Amendment  Comprehensive Plan Map Amendment  
 Land Use Regulation Amendment  Zoning Map Amendment  
 New Land Use Regulation  Urban Growth Boundary Amendment  
 Transportation System Plan Amendment  Other:

Briefly Summarize Proposal. Do not use technical terms. Do not write "See Attached"(limit 500 characters):  
 The proposed Springfield Development Code (SDC) amendments are the first phase of Land Use Efficiency Measures arising from the City's Residential Lands Study project. The proposed SDC amendments will: 1) establish a new residential zoning district (Small Lot Residential (SLR)) with a density range of 8-14 dwelling units per net acre to allow attached dwellings as an outright permitted use; 2) establish a minimum density of 6 dwelling units per net acre in the Low Density Residential (LDR) District; 3) establish design standards for duplexes on corner lots in all residential zoning districts; 4) additional standards for Future Development Plans; and 5) add new and amend existing "dwelling unit" definitions. For now, the SLR zoning district will be a second option under the LDR plan designation. The SLR zoning district is currently proposed to be utilized during a refinement plan or other similar process; it is not intended to apply to areas already zoned LDR. Therefore, no zoning or plan designation maps will be amended as part of this project.

Has sufficient information been included to advise DLCD of the effect of proposal? Yes, text is included  
 For Map Changes: Include 8½"x11" maps of Current and Proposed designation. N/A  
 Plan map changed from: N/A To: N/A  
 Zone map changed from: N/A To: N/A  
 Location of property (do not use Tax Lot): N/A  
 Previous density: N/A New density: N/A Acres involved: N/A

Applicable statewide planning goals:

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>
X	X							X	X	X	X	X	X					

Is an exception to a statewide planning goal proposed? NO Goals: N/A  
 Affected state or federal agencies, local governments or special districts (It is jurisdiction's responsibility to notify these agencies. DLCD only records this information): None

Local Contact: **Gary M. Karp** Phone: **541.726.3777** Extension: N/A  
 Address: **City of Springfield 225 Fifth Street** City: **Springfield** Zip: **97477**  
 Fax Number: **541.726.3689** E-mail Address: **gkarp@ci.springfield.or.us**

**DLCD file No.** \_\_\_\_\_

**OVERVIEW**

<b>Section Proposed to be Amended</b>	<b>Reason for Amendment</b>
<b>3.2-100</b>	Adds Small Lot Residential District (SLR) to the base zoning district list
<b>3.2-205</b>	Establishes a minimum density of 6 dwelling units per net acre in the LDR District Adds the SLR District description Amends other residential district descriptions
<b>3.2-210</b>	Adds uses for the SLR District
<b>3.2-215</b>	Adds base zone development standards for the SLR District
<b>3.3-825</b>	References SDC residential densities for Future Development Plans in the UF-10 Overlay District (see also 5-12-120/130)
<b>4.7-140</b>	Adds Type I design standards for duplexes on corner lots/parcels and for certain duplex development in the MDR/HDR Districts
<b>4.7-233</b>	Adds a new Section with requirement for a mix of housing types in SLR developments
<b>5.4-100</b>	Adds a Type I process to Table 5.4-1, Development Applications, for duplex design standards
<b>5.12-120</b>	References SDC residential densities for Future Development Plans in the land division process (see also 3.3-825)
<b>5.12-130</b>	Adds a condition of approval for recording a Future Development Plans with the Plat (see also 3.3-825)
<b>6.1-110</b>	Adds/revises definitions pertaining to “dwellings” in support of the SLR District

**Commentary:** Text proposed to be added is underlined. Text proposed to be deleted is ~~struck through~~. Yellow highlighted text allows the reader to see *some* of the proposed language more readily.

<b>3.2-100</b>	<b>Base Zoning Districts</b>
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**Commentary:** The proposed Small Lot Residential SLR District is added to the list of base zoning districts.  
**Note:** With the adoption of the Springfield 2030 Plan, the Small Lot Residential District will be its own Plan Designation, allowing a higher maximum density.

The Base Zoning Districts implement policies of the Metro Plan and any applicable refinement plan or plan district; regulate the use of land, structures and buildings; and protect the public health, safety and welfare. The following base zoning districts are established consistent with applicable Metro Plan designations:

<b>Section</b>	<b>Base Zoning District Name</b>	<b>Metro Plan Designation<sup>1</sup></b>
<b>3.2-200</b>	<b>Residential Zoning Districts</b>	
	LDR Low Density Residential	Low Density Residential
	<u>SLR Small Lot Residential</u>	<u>Low Density Residential</u>
	MDR Medium Density Residential	Medium Density Residential
	HDR High Density Residential	High Density Residential
<b>3.2-300</b>	<b>Commercial Zoning Districts</b>	
	NC Neighborhood Commercial	Neighborhood Commercial Facilities <b>(1)</b>
	CC Community Commercial	Community Commercial Centers
	MRC Major Retail Commercial	Major Retail Center
	GO General Office	Community Commercial Center & Major Retail Commercial Center
<b>3.2-400</b>	<b>Industrial Zoning Districts</b>	
	CI Campus Industrial	Campus Industrial
	LMI Light-Medium Industrial	Light Medium Industrial
	HI Heavy Industrial	Heavy Industrial
	SHI Special Heavy Industrial	Special Heavy Industrial
<b>3.2-500</b>	MS Medical Services District	<b>(2)</b>
<b>3.2-600</b>	<b>Mixed Use Districts</b>	
	MUC Mixed Use Commercial	Mixed Uses
	MUE Mixed Use Employment	Mixed Uses
	MUR Mixed Use Residential	Mixed Uses
<b>3.2-700</b>	PLO Public Land and Open Space	Public and Semi-Public
<b>3.2-800</b>	QMO Quarry and Mining Operations	Sand and Gravel

(1) Low, Medium, and High Density Residential

(2) Medium, High Density Residential, Community Commercial Center; Major Retail Center, and Mixed Use

<sup>1</sup> In the future, this will be “2030 Plan Designations” upon adoption of the Springfield 2030 Plan

**3.2-205 Establishment of Residential Zoning Districts**

**Commentary:** *The proposed amendments establish: 1) a minimum density in the LDR District; and 2) a new residential district (the Small Lot Residential District) that will allow additional density with attached dwelling units in refinement plan areas and other areas within Springfield's jurisdiction as directed by Council. The proposed descriptions differentiate zones by building type. The proposed text "limited range of non-residential uses" "legitimizes" those non-residential uses already permitted on the SDC residential use list and the Neighborhood Commercial District, which is also allowed in residential designations.*

The following residential zoning districts are established where the minimum level of urban services is provided:

- ~~A. Low Density Residential District (LDR). The LDR District establishes sites for residential development where the maximum dwelling units per developable acre permitted is 10, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number.~~

**Commentary:** *The term "developable" acre is changed to "net" acre to be consistent with Metro Plan terminology (see also the reference to the ECONorthwest report, above). Both terms are defined the same. The proposed amendment establishes a minimum density of 6 dwelling units per net acre. Currently, LDR subdivisions are being platted with minimum densities averaging 6.6 dwelling units per net acre overall and 5.4 dwelling units per net acre for single-family detached dwellings as discussed in the Springfield Residential Land and Housing Needs Analysis (P. 25) prepared by ECONorthwest.*

- A. Low Density Residential District (LDR). The LDR District establishes sites primarily for detached single family dwellings and duplexes on corner lots/parcels that are permitted outright and attached dingle family dwellings that are permitted discretionally. The LDR District is also intended to provide a limited range of non-residential uses that can enhance the quality of the district. The LDR District shall have a minimum density of 6 dwelling units per net acre and a maximum density of 14 dwelling units per net acre, consistent with Metro Plan policy. Density fractions will be rounded down to the next whole number.

**Commentary:** *The proposed minimum density standard cannot be met on hillsides because these lot/parcel sizes are regulated by percent of slope: 15-25 percent 10,000 square feet; 25-35 percent 20,000 square feet; and over 35 percent 40,000 square feet; the density ranges from 1 to 4 dwelling units per net acre.*

**EXCEPTION:** Development in the Hillside Development Overlay District shall be exempt from the minimum density standards stated above because of the larger lot/parcel sizes required in this Overlay District.

**Commentary:** *This is the proposed new residential zoning district. It provides for more intense development by allowing smaller lot/parcel sizes for increased densities and attached single-family dwellings such as townhouses and rowhouses are permitted outright, while in the LDR District they are permitted only after obtaining Discretionary Use approval from the Planning Commission. The SLR District is not intended be used in existing LDR neighborhoods, unless as explained in the proposed text. The Metro Plan currently allows 14.28 dwelling units per net acre.*

**B.** Small Lot Residential District (SLR). The SLR District establishes sites primarily to encourage a mix of attached and detached single family dwellings and reduced lot/parcel sizes that are permitted outright. The SLR District is also intended to provide a limited range of non-residential uses that can enhance the quality of the district. The SLR District shall have a minimum density of 8 dwelling units per net acre and a maximum density of 14 dwelling units per net acre, consistent with Metro Plan policy. Density fractions will be rounded down to the next whole number. Unless otherwise directed by the City Council, utilization of the SLR District shall occur during a refinement plan or special study approval processes. Land divisions shall not be used to diminish the minimum density standard.

~~**B.** Medium Density Residential District (MDR). The MDR District establishes sites for residential development where single family or multiple family dwellings are permitted with a minimum density of more than 10 units per developable acre and a maximum density of 20 units per developable acre, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number. Land divisions shall not be used to diminish the minimum density standard.~~

**Commentary:** *The proposed amendment does not change the existing minimum and maximum densities in the MDR District, it only changes gross to net acre.*

**C.** Medium Density Residential District (MDR). The MDR District establishes sites primarily for a mix of multi-family dwelling units. The MDR District is also intended to provide a limited range of non-residential uses to help provide services for residents and enhance the quality of the district. The MDR District shall have a minimum density of more than 14 dwelling units per net acre and a maximum density of 28 units per net acre. Density fractions will be rounded down to the next whole number. Land divisions shall not be used to diminish the minimum density standard.

~~**C.** High Density Residential District (HDR). The HDR District establishes sites for residential development where single family or multiple family dwellings are permitted with a minimum density of more than 20 units per developable acre and a maximum density of 30 units per developable acre, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number. Land divisions shall not be used to diminish the minimum density standard.~~

**Commentary:** *The proposed amendment does not change the existing minimum density or maximum densities in the HDR District, it only changes gross to net acre.*



**D.** High Density Residential District (HDR). The HDR District establishes sites primarily for larger and taller multi-family apartment complexes. The HDR District is also intended to provide a limited range of non-residential uses to help provide services for residents and enhance the quality of the district. The HDR District shall have a minimum density of more than 28 dwelling units per net acre and maximum density of 42 dwelling units per net acre. Density fractions will be rounded down to the next whole number. Land divisions shall not be used to diminish the minimum density standard.

<b>3.2-210</b>	<b>Schedule of Use Categories</b>
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The following uses are permitted in the districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this Code. Uses not specifically listed may be approved as specified in Section 5.11-100.

**“P” = PERMITTED USE** subject to the standards of this Code.

**“S” = SPECIAL DEVELOPMENT STANDARDS** subject to special locational and/or siting standards as specified in Section 4.7-100.

**“D” = DISCRETIONARY USE** subject to review and analysis under Type III procedure (Section 5.9-100) at the Planning Commission or Hearings Official level.

**“N” = NOT PERMITTED**

**“\*” = SITE PLAN REVIEW REQUIRED**

**Commentary:** *The proposed Small Lot Residential (SLR) District uses are added to the residential districts use list. In the proposed SLR District attached single-family dwellings are permitted outright; in the existing LDR District attached dwelling units other than duplexes on corner lots/parcels require Discretionary Review approval by the Planning Commission. While there are a few differences between the current LDR and the proposed SLR Districts, the proposed use list is based on uses allowed in the current LDR District. In the proposed SLR District, duplexes are limited to corner lots/parcels; the same restriction that applies to the current LDR District.*

Use Categories/Uses	Zoning Districts			
	LDR	SLR	MDR	HDR
<b>Residential Uses</b>				
Accessory Dwelling Unit	P	P	N	N
Attached single-family dwellings (Section 4.7-233)	D*	P	P*	P*
Cluster Subdivision (Sections 3.2-230 and 5.12-100)	P	P	P	P
Condominiums (Section 4.7-135)	S*	S	P*	P*
Detached single-family dwellings (Section 4.7-233)	P	P	P	P
Duplexes (Sections 4.7-140 and 4.7-233)	S	S	S	S
Multiple family dwelling including triplexes, 4-plexes, quads, quints, and apartment complexes over 4 units.	N	N	P*	P*

Use Categories/Uses	Zoning Districts			
	LDR	SLR	MDR	HDR
<b>Zero Lot Line dwelling</b>	<b>P</b>	<b>P</b>	<b>P</b>	<b>P</b>
RVs as a permanent new use	N	N	N	N
RVs in existing RV or Manufactured Dwelling Parks	P	N	N	N
RV's as a temporary use—Emergency Medical Hardship (Section 5.10-100)	P	N	N	N
Prefabricated dwellings	P	P	P	P*
Group Care Facilities (Section 4.7-155)				
Foster homes for over 5 children	P*	P*	P*	P*
Residential care facilities with more than 15 persons include: Group care homes, congregate care facilities, nursing homes and retirement homes	D*	D*	S*	S*
Halfway houses	N	N	D*	D*
Residential Facilities—6 to 15 persons	P	P	P*	P*
Residential Home—5 or fewer persons	P	P	P	P
Shelter Homes for abused and battered persons	P	P	P*	P*
Manufactured dwelling park (Section 3.2-235)	S*	N	N	N
Manufactured home	P	P	P	N
Manufactured home subdivision	P	P	P	N
Mobile home	P	N	N	N
Manufactured home as a temporary residential use (Section 4.8-105)	S*	N	N	N
Child Care Home Facility—1 to 5 children	P	P	P	P
Child Care Group Home Facility—6 to 12 children	P	P	P	P
Child Care Center—13 or more children (abutting an arterial street) (Section 4.7-125)	S*	S*	S*	S*
Child Care Center—13 or more children (abutting a collector or local street) (Section 4.7-125)	D	D*	S*	S*
Adult Day Care—facilities up to 12 adults	P	P	P	P
Adult Day Care—facilities with more than 13 adults (abutting an arterial street)	P*	P*	P*	P*
Adult Day Care—facilities with more than 13 adults (abutting a collector or local street)	D*	D*	P*	P*
Bed and breakfast facilities (Section 4.7-120)	S*	S*	S*	S*
Boarding and rooming houses (Section 4.7-215)				
1 to 2 bedrooms	P*	P*	P*	P*
3 to 5 bedrooms	S*	S*	P*	P*
more than 5 bedrooms	N	N	P*	P*
<b>Public and Institutional Uses</b>				
Churches (Section 4.7-130)	D*	D*	D*	D*
Educational facilities—Public/Private elementary/middle schools (Section 4.7-195)				
1 to 5 students in a private home (in a 24-hour period)	P*	P*	P*	P*
6 or more students (Section 4.7-195)	D*	D*	D*	D*

Use Categories/Uses	Zoning Districts			
	LDR	SLR	MDR	HDR
Parks—Neighborhood and private (Section 4.7-200)	D*	D*	D*	D*
<b>Commercial Uses</b>				
Home Occupation (Section 4.7-165)	S	S	S	S
Professional offices (Section 4.7-190)	S*	S*	S*	S*
Residential dwelling units as temporary sales offices (Section 4.8-130)	P	P	P	P
Youth hostels	N	N	D*	D*
<b>Miscellaneous Uses</b>				
Accessory structures (Section 4.7-105)	S	S	S	S
Agricultural structures	P	P	P	P
Cultivation of undeveloped land	P	P	P	P
Temporary sales/display of produce (Section 4.8-125)	S	S	N	N
Tree felling and removal (Section 5.19-100)	P	P	P	P
Public Utility Facilities				
High impact facilities (Section 4.7-160)	S*	S*	S*	S*
Low impact facilities	P	P	P	P
Certain Wireless Telecommunications Systems Facilities	Section 4.3-145	Section 4.3-145	Section 4.3-145	Section 4.3-145

(6238; 6211)

<b>3.2-215</b>	<b>Base Zone Development Standards</b>
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**Commentary:** *The proposed SLR District:*

1. Allows for a minimum lot/parcel size of 3,000 square feet and a reduced street frontage of 30 feet in order to increase residential densities.
2. Does not allow panhandle lots/parcels because this configuration is impractical with the proposed reduced lot/parcel size of 3,000 square feet.
3. Allows for an increased building coverage standard of 60 percent on lots/parcels under 4,500 square feet based on the proposed reduced lot/parcel size, which will still allow for 1,800 square feet of building footprint on the first floor and a proposed building height of 35 feet, rather than the current 30 feet height standard in the current LDR District.
4. Allows a maximum building height of 35 feet; the LDR maximum building height is 30 feet.

The following base zone development standards are established.

<i>Residential Zoning District</i>				
<i>Development Standard</i>	<i>Low Density Residential (LDR)</i>	<i>Special Low Density (SLR)</i>	<i>Medium Density Residential (MDR)</i>	<i>High Density Residential (HDR)</i>
<b>Standard Lots/Parcels (15)</b>				
<b>Minimum Area:</b>				
East-West Streets	4,500 square feet	3,000 square feet	4,500 square feet	4,500 square feet
North-South Streets:	5,000 square feet	3,000 square feet	5,000 square feet	5,000 square feet
<b>Minimum Street Frontage:</b>				
East-West Streets	45 feet	30 feet	45 feet	45 feet
North-South Streets	60 feet	30 feet	60 feet	60 feet
<b>Corner Lots/Parcel(1)(2)</b>				
<b>Minimum Area:</b>	6,000 square feet	6,000 square feet	6,000 square feet	6,000 square feet
East-West Streets	45 feet	45 feet	45 feet	45 feet
North-South Streets	60 feet	60 feet	60 feet	60 feet
<b>Panhandle Lots/Parcels (See Section 3.2-220 Additional Panhandle Lot/Parcel Development Standards)</b>				
<b>Single Panhandle:</b>		Not permitted		
Minimum Area in Pan Portion	4,500 square feet		4,500 square feet	4,500 square feet
Minimum Street Frontage	20 feet		20 feet	20 feet
<b>Multiple Panhandles:</b>		Not permitted		
Minimum Area in Pan Portion	4,500 square feet		4,500 square feet	4,500 square feet
Minimum Street Frontage	26 feet total, each individual frontage is based upon the number of panhandles.			
<b>Lots/Parcels on bulb portion of a cul-de-sac</b>				
Minimum Area	6,000 square feet	6,000 square feet	6,000 square feet	6,000 square feet
Minimum Street Frontage	35 feet	35 feet	35 feet	35 feet
<b>Lots/Parcels within the Hillside Development Overlay District (Section 3.3-500)</b>				
<b>&lt; 15 percent slope:</b>		Not permitted		
Minimum Area	10,000 square feet		10,000 square feet	10,000 square feet

Minimum Street Frontage	60 feet		60 feet	60 feet
<b>15-25 percent slope:</b>		<b>Not permitted</b>		
Minimum Area	10,000 square feet		10,000 square feet	10,000 square feet
Minimum Street Frontage	90 feet		90 feet	90 feet
<b>25-35 percent slope:</b>		<b>Not permitted</b>		
Minimum Area	20,000 square feet		20,000 square feet	20,000 square feet
Minimum Street Frontage	150 feet		150 feet	150 feet
<b>&gt; 35 percent slope:</b>		<b>Not permitted</b>		
Minimum Area	40,000 square feet		40,000 square feet	40,000 square feet
Minimum Street Frontage	200 feet		200 feet	200 feet
<b><i>Lots/Parcels in the Urbanizable Fringe Overlay District (Section 3.3-800)</i></b>				
Lot/Parcel Area	The creation of new lots/parcels in the City’s urbanizable area shall be either 10 acres, 5 acres or shall meet the area standards of this Section when approved through the Partition process specified in Section 5.12-100.			
<b>Maximum Lot/Parcel Coverage (3)</b>	45 percent	<b>60 percent</b>	45 percent	45 percent
<b><i>Minimum Setbacks for Primary Structures(4)(5)(7)(8)(9)(10)</i></b>				
Front Yard	10 feet	<b>10 feet</b>	10 feet	10 feet
Street Side Yard	10 feet	<b>10 feet</b>	10 feet	10 feet
Rear Yard	10 feet	<b>10 feet</b>	10 feet	10 feet
Interior Yard Setbacks	5 feet	<b>5 feet</b>	5 feet	5 feet
Front Yard Setback—Garages and Carports(6)	18 feet measured along the driveway from: 1. The property line fronting the street to the face of the garage or carport; or 2. The property line fronting the street to the far wall of the garage or carport where the face of the structure is perpendicular to the street. 3. Where a garage or carport faces a panhandle driveway, the 18 feet is measured from the inner travel edge (pavement or gravel) within the panhandle to the face of the structure; the setback is 3 feet when the garage or carport fronts and alley.			
Accessory Structures	Accessory structures shall not be located between any front or street side yard of a primary structure and shall be set back at least 3 feet from interior side and rear lot/parcel lines.			
Panhandle and	All setbacks for panhandle lots/parcels are based on the orientation of the front and			

Duplex Lots/Parcels	rear of the dwelling occupying the lot/parcel. All setbacks for duplexes on corner lots/parcels are based upon the front yard of each unit established by the street or streets for address purposes.			
<b>Base Solar Standards</b>	Section 3.2-225.(11)			
<b>Maximum Building Height (11)(12)(13)(14)</b>	30 feet	<b>35 feet</b>	35 feet	35 feet

**Commentary:**

1) There is a need for additional lot/parcel coverage due to the proposed smaller minimum lot/parcel size. 2) There is a conflict between solar protection and increased density, a City-wide issue that needs resolution outside of the scope of this project. However, most dwellings in the proposed SLR District will be two-story, due to the reduced lot/parcel size. At this time, the only solar protection proposed for the SLR District is for LDR properties to the north because of the 35 foot height limitation which is 5 feet higher than permitted in the LDR District. The proposed solar protection regulation is currently found in the cluster development standards (Section 3.2-230E.3.). 3) The smaller lots/parcels allowed in the SLR District will still be required to meet off-street parking requirements. The only way this can be accomplished is by alley access garages.

- (1) 6,000 square feet in area for one duplex in the LDR District. This standard prohibits the division of the lot/parcel to create separate ownership for each duplex dwelling unit.
- (2) 10,000 square feet in area for one duplex in the LDR District as specified in this Section and Section 4.7-140. This standard allows for the future division of the lot/parcel to create separate ownership for each half of the duplex.
- (3) The 45 percent coverage standard applies to covered structures only. On lots/parcels with more than 15 percent slope or above an elevation of 670 feet, the maximum impervious surface inclusive of structures, patios, and driveways, shall not exceed 35 percent, unless specified in Section 3.3-500. **In the SLR District, lot/parcel that contain less than 4500 square feet shall have a maximum coverage of 60 percent.**
- (4) Determination of all yard setbacks for duplexes on corner lots/parcels are based upon the front yard of each unit as established by the streets used for address purposes.
- (5) All setbacks shall be landscaped, unless a setback is for a garage or carport.
- (6) Accessory Structure Exceptions to Setback standards:
  - (a) Stand alone garages and carports shall meet the street side yard, interior side yard and rear yard setback standards of the primary structure.
  - (b) Group C Accessory structures are permitted within setbacks as specified in Section 4.7-105E.
- (7) Where an easement is larger than the required setback standard, no building or above grade structure, except a fence, may be built upon or over that easement.
- (8) When additional right-of-way is required, whether by City Engineering standards, the Metro Plan (including the TransPlan), or the City's Conceptual Street Plan, setbacks are based on future right-of-way locations. Right-of-way shall be dedicated prior to the issuance of any building permit that increases parking requirements.
- (9) Architectural extensions may protrude into any 5-foot or larger setback area by not more than 2 feet.
- (10) General Exceptions to Setback standards:
  - (a) Attached dwellings (zero lot line) on individual lots/parcels; and
  - (b) A dwelling constructed over the common property line of 2 lots/parcels, where there is a recorded deed restriction.
  - (c) In multifamily developments, the setback standards in Section 3.2-240 shall take precedence.
- (11) See Section 3.2-225 for residential building height limitations for solar protection. **In the SLR District, solar protection for abutting LDR properties is required only for those properties north of the proposed development.**
- (12) Incidental equipment may exceed the height standards.
- (13) Height limitations within the Hillside Development Overlay District may be removed provided the additional height does not exceed 45 feet and the base residential solar standards are met.
- (14) In the MDR and HDR Districts, the building height may be increased to 50 feet as specified in Subsection 3.2-240D.3.c.
- (15) **In the SLR District lots/parcels less than 4,500 square feet in size and under 45 feet in frontage, alley access shall be required.**

**Commentary:** *The proposed amendment clarifies the existing land division standards that require Future Development Plans. Applicable Sections are found in the Urbanizable Fringe Overlay District (Section 3.3-825) and the Land Division standards (Sections 5.12-120/130).*

<b>3.3-825</b>	<b>Additional Provisions</b>
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**Commentary:** *The on-site sewage language is made clearer.*

- D. Siting of Residential Uses. Detached single-family dwellings shall be sited to allow the future division and/or more intensive use of the property. The applicable required on-site sewage disposal facility shall be conditional approved by the Lane County Sanitarian and made a part of any permit necessary to achieve the standards of this Overlay District. The following standards apply:

**Commentary:** *The current text in the Urbanizable Fringe Overlay District refers to the siting of single family homes on land outside of the city limits. The proposed amendment makes a more precise reference to residential densities that are listed in Section 3.2-205, which is concurrently being amended to allow a minimum of 6 dwelling units per developable acre in the LDR District. SDC Section 3.2-205 will be consistent with the Metro Plan Residential Designation text (Page II-G-3).*

1. In order to achieve [ultimate densities provided in the Metro Plan] the minimum residential densities specified in Section 3.2-205, the siting of single-family homes on any lot/parcel zoned and designated MDR or HDR, or any lot/parcel 5 acres or more in size zoned and designated LDR, shall require approval of a Future Development Plan as specified in Section 5.12-120E.

<b>4.7-140</b>	<b>Duplexes</b>
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**Commentary:** *The proposed amendment specifically states that duplexes are permitted outright on corner lots/parcels in all residential districts, including the proposed SLR District.*

- A. A duplex may be located on corner lots/parcels of 6,000 square feet in the LDR any residential District, unless as may be permitted below.
- B. A corner duplex or duplex lot/parcel in any residential district may be partitioned for the purpose of allowing independent ownership of each dwelling unit, if each of the 2 resulting lots/parcels meets the size standards specified in Section 3.2-215. Duplexes or duplex lots/parcels eligible for this type of partition shall meet the partition standards of Section 5.12-100 and the following:
  1. Utility service to each unit shall be separate.
  2. All walls connecting abutting units shall be fire resistive walls as specified in the Structural Specialty Code and Fire and Life Safety Code.

3. The property line separating the 2 units shall have not more than 2 angle points. The angle points shall not occur within the wall between abutting units.

**Commentary:** *The Type I review process basically will require only a planning staff review during the building permit process utilizing a check list to determine compliance with the duplex design standards. The proposed standards are from Bend.*

**C.** The following design standards are proposed for all duplexes on corner lots/parcels and as specified in Subsection D., below. Duplex design standards shall be reviewed under Type I procedures.

1. Building Orientation: All building elevations adjacent to a street right-of-way shall provide doors, porches, balconies, and/or windows. A minimum of 40 percent of front (i.e., street-facing) elevations, and a minimum of 30 percent of side and rear building elevations, shall meet this standard. "Percent of elevation" is measured as the horizontal plane (lineal feet) containing doors, porches, balconies, terraces and/or windows. The standard applies to each full and partial building story.
2. Building Form. All duplexes shall incorporate design features such as offsets, balconies, projections, window reveals, or similar elements to preclude large expanses of uninterrupted building surfaces. Along the vertical face of a structure, such features shall occur at a minimum of every 40 feet, on each floor, and shall contain at least two of the following features:
  - a. Recess (e.g., deck, patio, courtyard, entrance or similar feature) that has a minimum depth of 6 feet;
  - b. Extension (e.g., floor area, deck, patio, entrance, or similar feature) that projects a minimum of 2 feet and runs horizontally for a minimum length of 4 feet; and/or
  - c. Offsets or breaks in roof elevation of 2 feet or greater in height.
3. Detailed Design. All duplexes shall provide detailed design along all elevations which are visible from the street adjacent to the property (i.e., front, rear and sides). Detailed design shall be provided by using at least 6 of the following 12 architectural features on all applicable elevations, as appropriate for the proposed building type and style:
  - a. Dormers;
  - b. Gables;
  - c. Recessed entries;
  - d. Covered porch entries;
  - e. Cupolas;



- f. Pillars or posts;
- g. Eaves (minimum 12 inch projection);
- h. Window trim (minimum 4 inches wide);
- i. Bay windows;
- j. Balconies;
- k. Offsets in the building face or roof by a minimum of 18 inches;
- l. Decorative patterns on the exterior finish using: shingles; wainscoting; and/or board and batten.

**D. Duplexes in the MDR/HDR Districts.**

**Commentary:** *The intent is to require all duplex developments to comply with design standards in all instances in the MDR and HDR Districts.*

1. Duplexes shall be permitted on a corner lot/parcel as specified in Subsection A., above. The design standards of Subsection C., above shall apply to this category of duplexes.
2. Duplexes shall be permitted any interior lot/parcel of 6,000 square feet or less, created prior to ---<sup>2</sup> 2010. The design standards of Subsection C., above shall apply to this category of duplexes.

**Commentary:** *The intent is to establish a mechanism to prevent developers from circumventing the multi-family design standards.*

3. Where more than 2 duplexes are proposed for one lot/parcel, the multi-family design standards specified in Section 3.3.2-240 shall apply.  
**EXCEPTION:** The 25 foot transition buffer specified in Subsection 3.2-240D.3.b., shall not apply to duplexes.
4. Where a duplex subdivision is proposed, the multi-family design standards specified in Section 3.3.2-240 shall apply to each lot.  
**EXCEPTION:** The 25 foot transition buffer specified in Subsection 3.2-240D.3.b., shall not apply to duplexes.

**B.E.** Duplexes on interior lots/parcels zoned Low Density Residential, approved prior to the adoption of this Code, as part of a Planned Unit Development shall not be considered to be non-conforming uses.

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<sup>2</sup> The date of the adopting ordinance

**C.F.** Duplexes on interior lots/parcels zoned Low Density Residential, approved prior to the adoption of this Code on property previously zoned RG Garden Apartments shall not be considered to be a non-conforming use.

**D.G.** Duplexes on interior lots/parcels zoned Low Density Residential, which meets the density requirements of this zoning district, shall not be considered a non-conforming use.

**Commentary:** *The intent is to encourage a mix of housing types in the SLR District and apply design Standards to the SLR District.*

**4.7-233 Small Lot Residential Development Standards**

**A.** A mix of permitted housing types shall be included in any development proposal. The following standards are intended to promote a variety of housing within the development proposal:

**1.** A minimum of two housing types shall be required for developments of less than 5 acres in size, whether or phased or not. A minimum of three housing types shall be required for developments of 5 or more acres in size, whether phased or not. The following list of housing types shall be used to satisfy this requirement:

**a.** Single-family detached dwellings;

**b.** Single-family attached dwellings; and/or

**c.** Duplex dwellings, on corner lots/parcels.

**2.** If single-family detached housing is proposed, at least an equivalent number of single-family attached housing shall be provided. Duplexes shall be restricted to corner lots/parcels and may be counted as part of meeting the single-family attached standard.

**3.** Lot/parcel sizes and dimensions shall be varied for different housing types to avoid monotonous streetscapes.

**B.** Where a proposed development contains 3 or more attached single-family dwellings, the --- design standards specified in Section ---<sup>3</sup> shall apply.

**Commentary:** *The Type I review for duplex design standards is added to Table 5.4-1.*

**Table 5.4-1 Development Applications**

<i>Type of Application</i>	<i>Decision Type</i>	<i>Applicable SDC Sections</i>
Accessory Dwelling Unit	Type I	5.5-100
Amendment of Development Code Text	Type IV	5.6-100
Amendment of Refinement Plan Text or Diagram	Type IV	5.6-100
Annexation	Type IV	5.7-100

<sup>3</sup> The blanks in Subsection 4.7-233B. will be filled in prior to the start of the public review process.

Appeal of a Type II Director's Decision	Type III	5.3-100
Appeal of Type III Decision to City Council	Type IV	5.3-100
Appeal of an Expedited Land Division	Type III	5.3-125
Conceptual Development Plan	Type III	Applicable Section
Conceptual Development Plan Amendment	Type III	Applicable Section
Demolition of Historic Landmark	Type III	3.3-900
Determination of Non-Conforming Use Status	Type I	5.8-100
Development Issues Meeting	Type I	5.1-100
Discretionary Use	Type III	5.9-100
Drinking Water Protection Overlay District Development	Type I	3.3-200
Duplex Design Standards (corner duplexes)	Type I	4.7-140
Establishment of Historic Landmark Inventory	Type III	3.3-900
Expansion/Modification of a Non-Conforming Use	Type II	5.8-100
Expedited Land Division	Type II	5.1-145
Extraterritorial Extension of Water or Sewer Service	Type IV	3.3-825
Final Site Plan Equivalent	Type I	5.17-100
Final Site Plan Review/Development Agreement	Type I	5.17-100
Floodplain Development	Type I	3.3-400
Hillside Development Overlay District	Type II	3.3-500
Historical Commission Review—Major Alteration	Type II	3.3-900
Historical Commission Review—Minor Alterations	Type I	3.3-900
Home Occupations	Type I	4.7-165
HS Hospital Support Overlay District	Type II	3.3-1100
Interpretation involving policy	Type IV	5.11-100
Interpretation not involving policy	Type II	5.11-100
Land Use and Zoning Compatibility Statement	Type I	3.1-100
Major Variance	Type III	5.21-100
Emergency Medical Hardship	Type II	5.10-100
Manufactured Dwelling Park	Type II	3.2-235
Manufactured Dwelling Park Space Line Adjustment	Type I	3.2-235
Manufactured Home—Temporary Residential Use	Type I	3.2-235
Master Plan	Type II	5.13-100
Master Plan Amendment	Type I or II	5.13-100
Metro Plan Amendment Type I (text) or Type II (diagram)	Type IV	5.14-100
Minimum Development Standards	Type I	5.15-100
Minor Variance	Type II	5.21-100
Partition Replat Tentative Plan	Type II	5.12-100
Partition Tentative Plan	Type II	5.12-100
Pre-Application Report	Type I	5.1-100
Property Line Adjustment—Single	Type I	5.16-100
Property Line Adjustment—Serial	Type II	5.16-100
Site Plan Modification—Minor	Type I	5.17-100
Site Plan Review Modification—Major	Type II	5.17-100
Site Plan Review	Type II	5.17-100
Solar Access Protection	Type II	5.18-100
Subdivision Replat Tentative Plan	Type II	5.12-100
Subdivision Tentative Plan	Type II	5.12-100

Subdivision/Replat Plat	Type I	5.12-100
Tree Felling Permit	Type II	5.19-100
Vacation of Plats, Public Right-of-way, or Other Public Property	Type IV	5.20-100
Vacation of Public Easements	Type II	5.20-100
Willamette Greenway Overlay District Development	Type III	3.3-300
Wireless Telecommunications Systems Facilities	Type I, II, or III	4.3-145
Zoning Map Amendment	Type III	5.22-100

**Commentary:** *The proposed amendment clarifies the existing land division standards that require Future Development Plans. Applicable Sections are found in the Urbanizable Fringe Overlay District and the Land Division standards portion of the SDC.*

**5.12-120 Tentative Plan Submittal Requirements**

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

**Commentary:** *This Subsection applies to both Partitions and Subdivisions. The proposed amendment defines a “large” lot/parcel and specifies that one intent of the Future Development Plan is to achieve minimum residential densities specified in the SDC (see also the discussion under Section 3.8-825).*

- E. A Future Development Plan. Where phasing or [large] lots/parcels that are more than twice the minimum size are proposed, the Tentative Plan shall include a Future Development Plan that:
  1. Indicates the proposed redivision, including the boundaries, lot/parcel dimensions and sequencing of each proposed redivision at the minimum [urban density] residential densities specified in Section 3.2-205. The Future Development Plan shall be used for proposed phasing, any lot/parcel that is large enough to further divide; and/or a plot plan showing building foot prints for MDR and HDR minimum densities;
  2. Addresses street connectivity between the various phases of the proposed development based upon compliance with TransPlan, the Regional Transportation Plan (RTP), applicable Refinement Plans, Plan Districts, Master Plans, Conceptual Development Plans, or the Conceptual Local Street Map and this Code;
  3. Accommodates other required public improvements, including but not limited to, sanitary sewer stormwater management, water and electricity;
  4. Addresses physical features, including but not limited to, significant clusters of trees and shrubs, watercourses shown on the Water Quality Limited Watercourse Map and their associated riparian areas, wetlands, rock outcroppings and historic features; and
  5. Discusses the timing and financial provisions relating to phasing.

**5.12-130 Tentative Plan Conditions**

To the extent necessary to satisfy the approval criteria of Section 5.12-125, comply with all applicable provisions of this Code and to mitigate identified negative impacts to surrounding properties, the Director shall impose approval conditions. All conditions shall be satisfied prior to Plat approval. Approval conditions may include, but are not limited to:

**Commentary:** *The proposed amendment adds a land division condition of approval, when a Future Development Plan is required.*

**R.** When required, the submittal of a Final Future Development Plan in compliance with Section 5.12-120E. The Future Development Plan shall be recorded at Lane County at the applicant's expense. The applicant shall deliver a reproducible copy of the recorded Future Development Plan to the Development Services Director.

**6.1-110 Meaning of Specific Words and Terms**

**Commentary:** *Below are new and/or revised definitions related to the proposed residential zoning district descriptions that discuss building types. The intent is to allow for increased housing options. SDC definitions that are stand alone, such as "Accessory Dwelling Unit" as well as those under topics such as "Manufactured Dwelling" and "Prefabricated Dwelling" are proposed to be combined under the topic "Dwelling". The Boise, Bend and Lake Oswego Development Codes as well as the Oregon Residential Specialty Code were also reviewed for proposed definition language.*

**Commentary:** *The current definition is proposed to be amended as follows and will stand on its own because it is an ownership type and not a building type:*

**~~Dwelling, Condominium.~~** ~~A type of residential development offering individual ownership of dwellings and common ownership of open spaces and other facilities, that is regulated in part by State Law (ORS 100.005 et seq.).~~

**Condominium.** A form of ownership that is regulated in part by ORS 100.005 et seq. that may be applied to any dwelling type. Existing and new dwellings may be converted to condominium ownership; however, new dwellings shall comply with the development standards specified in this Code for the particular type of dwelling.

**Commentary:** *This definition is revised consistent with the Oregon Residential Specialty Code.*

**~~Dwelling.~~** ~~A building, or portion thereof, which is used exclusively for human habitation.~~

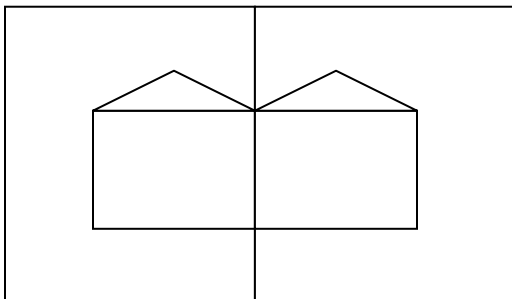
**Dwelling.** A building or portion thereof, containing one or more dwelling units, intended or designed to be built, used, rented, leased, let, or hired out to be occupied or that are occupied for living purposes.

**Commentary:** *The current definition is proposed to be amended as follows:*

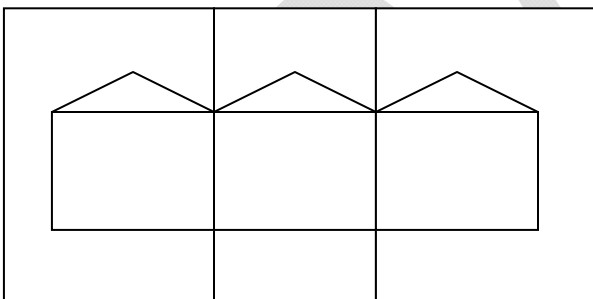
~~**Dwelling, Attached Single-family.** A building designed or used exclusively for the occupancy of 1 family which is attached to one or more separately owned dwellings by common vertical walls. This definition includes but is not limited to zero lot/parcel line dwellings, townhouses and rowhouses.~~

**Dwelling, Attached Single-Family.** A dwelling, located on its own lot/parcel that shares one or more common walls with one or more dwellings. The common walls may be any wall of the buildings, including the walls of attached garages. An attached dwelling does not share common floor/ceilings with other dwelling units. Attached single-family dwellings are also called zero lot/parcel line dwellings, townhouses or rowhouses.

Attached Single-Family



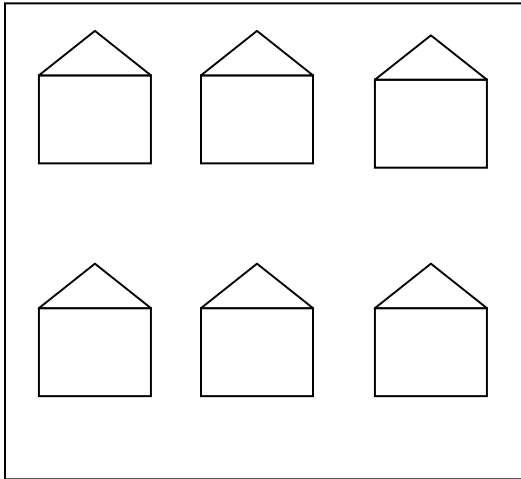
Attached Single-Family Dwellings – Townhouses/Rowhouses



**Commentary:** *This is a new definition from Redmond Washington. The intent is to provide a mechanism to allow a number of small detached single-family dwellings (cottages) on a single lot/parcel. The difference between a cottage cluster and a cluster subdivision is land ownership. The cottage cluster is one lot/parcel owned by the residents; a cluster subdivision allows ownership of individual lots, with common open space.*

**Dwelling, Cottage Cluster.** A development of detached single-family housing in a cluster of 4 to 12 dwelling units around a central open space and has the following characteristics: each unit is of a size and function suitable for a single person or very small family; each unit has the construction characteristics of a single-family house; units are in condominium ownership and may share use of common facilities such as a party room, tool shed, garden orchard, workshop or parking areas; the site is designed with a coherent concept in mind, including: shared functional open space, off street parking, access within the site and from the site, and consistent landscaping.

Cottage Cluster: multiple detached dwellings on one lot

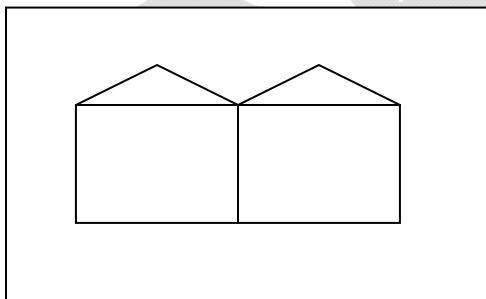


**Commentary:** *The current definition is proposed to be amended as follows:*

~~**Dwelling, Duplex.** A single building designed or used exclusively for the occupancy of 2 families living independently of each other, sharing a common roof, wall or foundation at the garages, carports, and/or living areas.~~

**Dwelling, Duplex.** A building on its own lot/parcel that contains two independent dwelling units attached by a common wall.

Duplex Dwelling

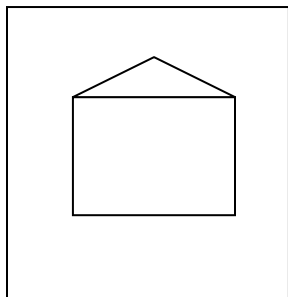


**Commentary:** *The current definition is proposed to be amended as follows:*

~~**Dwelling, Detached Single family.** A building designed or used exclusively for the occupancy of 1 family which is not attached to any other dwelling and is surrounded by open space and yards.~~

**Detached Single-family Dwelling.** A single family dwelling on its own lot/parcel that does not share a wall with any other building. This dwelling may be either site built or a manufactured dwelling.

## Detached Single-family Dwelling



**Commentary:** *This is the current definition found in the SDC. No amendment is proposed, the definition has only been relocated to this place.*

**Dwelling, Manufactured.**

- A. Residential Trailer:** a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, is being used for residential purposes and was constructed before January 1, 1962.
- B. Mobile Home:** a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy that is being used for residential purposes and was constructed between January 1, 1962 and June 15, 1976, and met the construction requirements of Oregon mobile home law in effect at the time of construction.
- C. Manufactured Home:** a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy that is being used for residential purposes and was constructed on or after June 15, 1976 in accordance with federal safety standards regulations in effect at the time of construction. In addition, manufactured homes sited within the jurisdictional boundaries of Springfield shall be of either Type 1 or Type 2 classification and shall comply with the following standards:
- 1. Type 1 Manufactured Home:**
    - a. Multi-sectional configuration enclosing a minimum floor area of 1,000 square feet;**
    - b. Siding and roofing materials similar to the materials used in residential dwellings in the community or which are comparable to the predominant materials used on surrounding dwellings;**
    - c. Minimum roof pitch of 3 feet vertical in 12 feet of width;**
    - d. Thermal efficiency equivalent to the Oregon One- and Two-Family Dwelling Specialty Code excluding units built prior to the effective date of this Ordinance (5-1-94). These units shall meet or exceed the HUD energy standards that were in effect at the time of construction.**



**2. Type 2 Manufactured Home:**

- a. Single-wide unit of not less than 12 feet wide enclosing a minimum floor area of 500 square feet;**
- b. Siding and roofing materials similar to the materials used in residential dwellings in the community or which are comparable to the predominant materials used on surrounding dwellings minimum roof pitch of 2 feet vertical in 12 feet of width;**
- c. Thermal efficiency equivalent to the Oregon One- and Two-Family Dwelling Specialty Code excluding units built prior to May 1, 1994. These units shall meet or exceed the HUD energy standards that were in effect at the time of construction.**

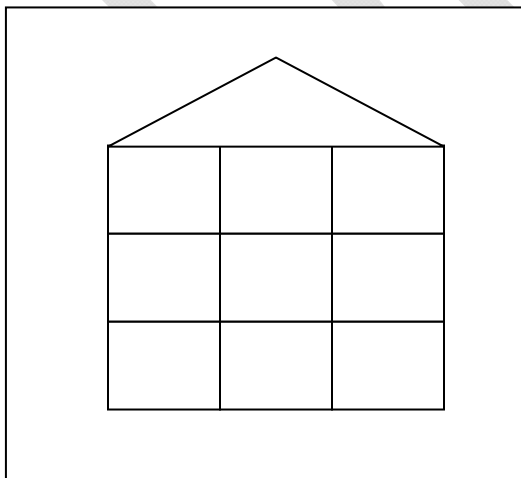
**Note:** Multi-sectional units placed on lots/parcels eligible for Type 2 units shall comply with all of the standards of a Type I manufactured home.

**Commentary:** *The current definition is proposed to be amended as follows:*

**~~Dwelling, Multi family.~~** ~~A building containing 3 or more dwelling units designed or used exclusively for the occupancy of 3 or more families living independently of each other and separated by common vertical walls. A Congregate Care Facility is not a Multifamily dwelling unit for the purposes of determining dwelling unit density.~~

**Dwelling, Multi-Family.** A building that contains 3 or more dwelling units that share common walls or floors/ceilings. The land underneath the building is not divided into separate lots/parcels. Multi-family dwelling includes, but is not limited to garden apartments, apartments, housing co-ops, loft conversions, and single room occupancies. A Congregate Care Facility is not a Multifamily dwelling unit for the purposes of determining dwelling unit density.

Multi-family Dwelling 3 or more dwellings; one building, one lot/parcel



**Commentary:** *This is the current definition found in the SDC. No amendment is proposed, the definition has only been relocated to this place.*

**Dwelling, Prefabricated.** A building or structural unit that has been in whole or substantial part manufactured at an off-site location to be wholly or partially assembled on-site, but does not include a mobile home, trailer or recreational vehicle. Prefabricated structures are regulated under the State of Oregon Structural Specialty Code.

**Commentary:** *This is a proposed new definition for a term that describes an existing situation, for example, the units above Jim's Landing. This is not new policy; it is only new terminology.*

**Dwelling, Single Room Occupancy (SRO).** A building that provides living units that have separate sleeping areas and some combination of shared bath or toilet facilities. The building may or may not have separate or shared cooking facilities for the residents. SROs include, but are not limited to residential hotels and rooming houses.

**Commentary:** *This definition is revised consistent with the Oregon Residential Specialty Code.*

**Dwelling Unit.** One or more habitable rooms which are occupied, intended or designed to be occupied by 1 family with housekeeping facilities for living, sleeping, cooking and eating.

**Dwelling Unit.** A single unit providing complete independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating cooking and sanitation.

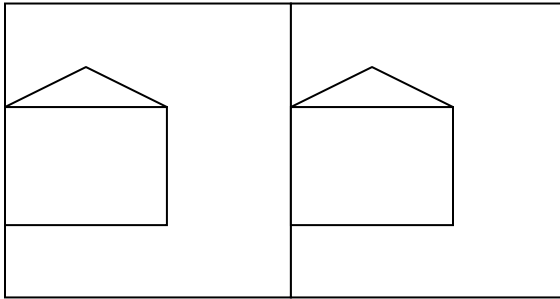
**Commentary:** *This is the current definition found in the SDC. No amendment is proposed, the definition has only been relocated to this place.*

**Dwelling Unit, Accessory.** A secondary, self-contained dwelling that may be allowed only in conjunction with a detached single-family dwelling. An accessory dwelling unit is subordinate in size, location, and appearance to the primary detached single-family dwelling. An accessory dwelling unit generally has its own outside entrance and always has a separate kitchen, bathroom and sleeping area. An accessory dwelling may be located within, attached to or detached from the primary single-family dwelling.

**Commentary:** *This is based upon Portland's definition.*

**Dwelling, Zero-Lot-Line.** A single-family dwelling development on a common street frontage where each dwelling is shifted to one side of the lot/parcel to provide for greater useable yard space. The development requires that the planning for all of the dwelling locations be done at the same time, typically through the land division process, where open space/maintenance easements will be required. Each dwelling is on one lot/parcel.

Zero Lot Line Dwellings



DRAFT

Johnson Vegetable Farms  
89733 Armitage Rd.  
Eugene, OR 97408

Walt Johnson  
9/15/2008

Date Received: 9-16-08  
Planner: DR

City of Springfield  
Development Services Dept  
225 5<sup>th</sup> St.  
Springfield, OR 97477

Mr Reser:

Enclosed are notes and map for your perusal.

I believe our parcel would be a suitable potential area for U.G.B. expansion for reasons mentioned in my notes. Critical issues are addressed briefly.

I am open to further inquiry and on-site visitations if you wish to pursue it.

Regards,

Walt Johnson  
913-6865

land to the river...  
...with...

### Addressing critical issues in 2011 - the present for all

...of being all...

Resource - ag. ...

constraints - flooding ...

Soils - free of wetlands ...

Accessibility - extending nearby roads ...

Serviceability - close to wells ...

topography - generally level with slight undulations

2, 3, 4 on Personal lifetime observations of lower parcel on which we have 60 years experience

### Consideration factors for potential inclusion in UGB

#### Productivity factors as ag land -

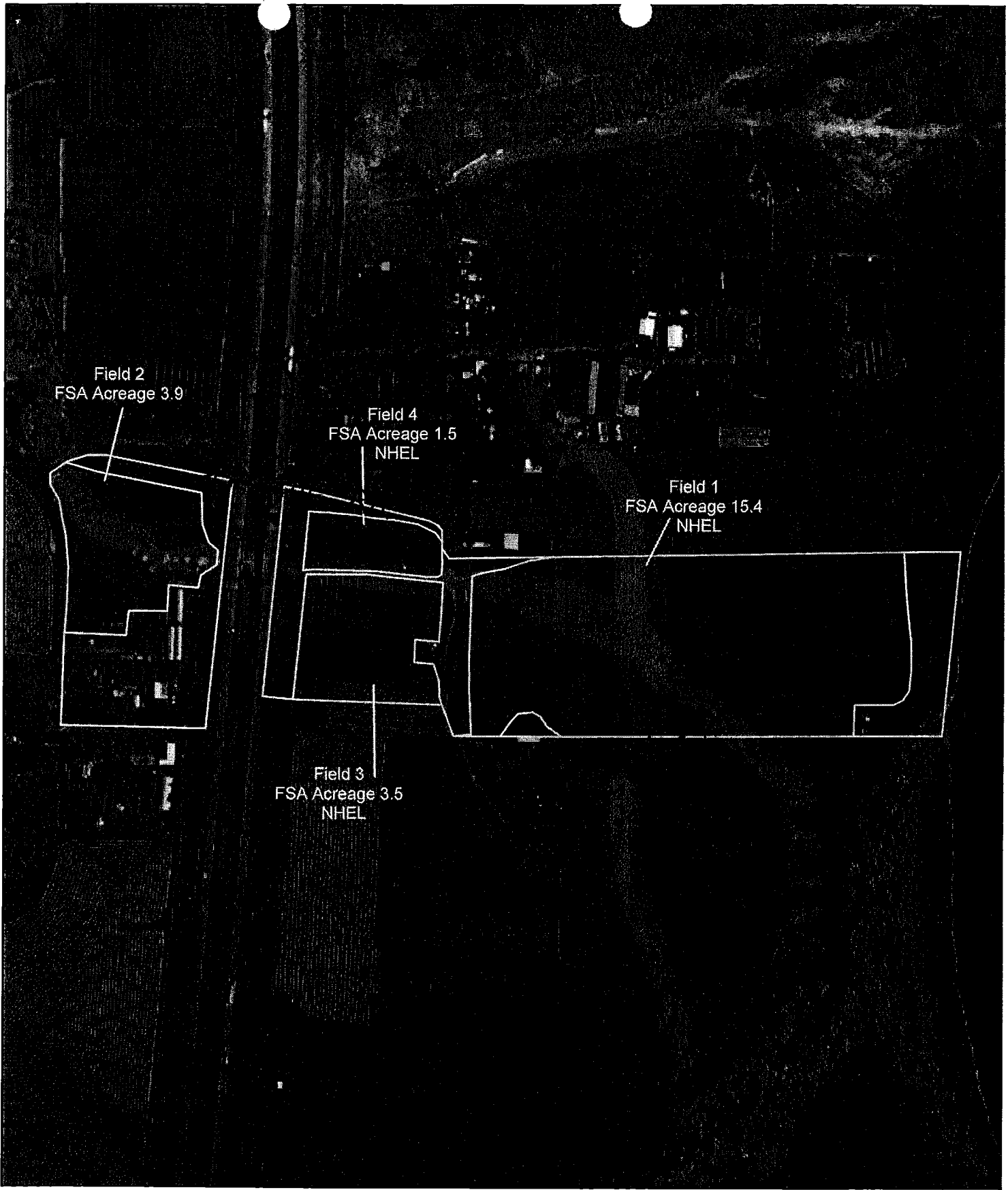
...would consider our parcel as a lower capability farm due to:

(1) shallow & rocky, high sand content. Requires high water input & fertilization and has yielded consistently lower than parcels further from the river by 1000'. It will continue to be marginally profitable, while requiring set-aside.

Infestations of nutsedge, a highly noxious weed which further limits soil use & productivity. Control costs/yr reduce both yield & profit potential.

#### (2) Constraints on land use:

Flooding potential. Once in 40 years, floodwaters covered the entire parcel East of I-5. This occurred in 1954? before dams were installed. The river channel has also deepened 4-6' over this period of 50 yrs.



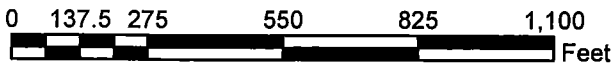
**USDA** USDA  
Farm Service Agency  
**Lane County, Oregon**

**Tract: 2630 Farm: 5851** T17S R3W Sec10

Operator : Johnson Veg Farms  
Owner : Walt/Sandra Johnson



May 24, 2006



This acreage is for FSA program purposes only. No warranty is made for any other use.

1 of 3

**REESOR David**

**From:** REESOR David  
**Sent:** Monday, December 08, 2008 4:55 PM  
**To:** 'aquagirl\_jg@yahoo.com'  
**Subject:** RE: question regarding urban growth boundary study

Jennifer,

Thank you for your inquiry regarding Springfield's urban growth boundary study. Yes, there will be additional opportunities for public comments on the project. Springfield will have local public hearings on the study once the technical analysis is complete. The hearings have not been scheduled yet, but will most likely occur between March 2009 - December 2009. Please refer to the City of Springfield website for upcoming Council / Planning Commission agendas as they're posted: <http://www.ci.springfield.or.us/index.htm>

We have also received public input to-date through public workshops and a community survey. In addition to public hearings, we have monthly Stakeholder Committee meetings scheduled where there is an opportunity to provide testimony to the Stakeholder Committee. Our next Stakeholder Committee meeting is scheduled for Thursday, December 18th, 6pm - 8:30pm here at City Hall, in the Library Meeting Room. You're welcome to submit testimony during that meeting, or just come and listen. I can also accept any written comments you have at any point during the project and make it part of the record. We also have audio files of all of our past Stakeholder Meetings posted on our Planning Division website.

The following PDF link will provide you with a more detailed summary of the process:  
[http://www.ci.springfield.or.us/dsd/Planning/CPR%20HB%203337/CIBL%20Website%20Description\\_revised\\_10\\_30\\_08.pdf](http://www.ci.springfield.or.us/dsd/Planning/CPR%20HB%203337/CIBL%20Website%20Description_revised_10_30_08.pdf)

You can also find additional information related to the project on our Planning Division website:  
<http://www.ci.springfield.or.us/dsd/Planning/index.htm>

Regarding your question "*...you are the owner of a piece of property that is just outside the city limits - is this the forum for putting a request to have the city boundary moved to include this parcel.*" – A follow up question for you - is your property located inside or outside the existing urban growth boundary? If it is located within the existing urban growth boundary, but outside the existing city limits, that request would be handled through an annexation application (separate from this project). If it is located outside the existing urban growth boundary, and you would like to have your property included in an urban growth boundary expansion, then yes, this is the correct forum to request that your property be considered.

Please feel free to give me a call if you have more specific questions or need clarification on anything, and I'd be happy to help - 726-3783.

Best,  
 David

David Reesor, Senior Planner  
 City of Springfield  
 225 Fifth Street  
 Springfield, OR 97477  
 (541) 726-3783, Fax (541) 726-3689

-----Original Message-----

From: j [mailto:[aquagirl\\_jg@yahoo.com](mailto:aquagirl_jg@yahoo.com)]  
 Sent: Monday, December 08, 2008 4:25 PM  
 To: REESOR David  
 Subject: question regarding urban growth boundary study

Date Received: 12-8-08  
 Planner: LP

12/8/2008

Mr. Reesor,

I recently read about the study being conducted now to help plan for the next 20 years in Springfield. I have a question regarding the study. Are there going to be any public comment sessions where people can voice some opinions regarding expansion of the urban growth boundary into certain areas? Also, if you are the owner of a piece of property that is just outside the city limits is this the forum for putting a request to have the city boundary moved to include this parcel. Any assistance you can give me would be greatly appreciated.

Thank you

Jennifer Gericke



Date Received: 12-31-08  
Planner: DR

*Steve & Sheri Tofflemoyer*  
P.O. Box 197  
Springfield, OR 97477

December 29, 2008

David Reesor  
Senior Planner  
City of Springfield  
Planning and Community Development

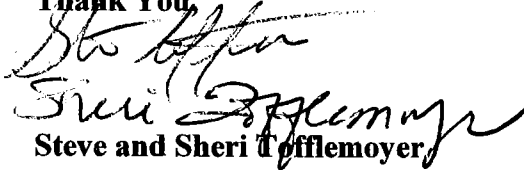
RE: Tax lot 18-02-05-1900

Dear Mr. Reesor,

We received your letter regarding the UGB Review Process. I have included copies of the letter received from Jeff Paschal as well as the agreement signed by Brian Evans, Al Peroutka, and ourselves when the City of Springfield acquired the drainage easement on our property in 2005. You should find the original signed copies in the file with the City of Springfield.

We want assurance that our property is considered in the current UGB expansion areas. Please let us know if there are any specific steps we need to take to be assured of this.

Thank You,

  
Steve and Sheri Tofflemoyer  
541-726-6752  
toffs@clearwire.net

June 21, 2005

Mr. and Mrs. Tofflemoyer  
P.O. Box 197  
Springfield, Oregon 97477

SUBJECT: Counteroffer for a Drainage Easement on tax lot 18-02-05-1900

Dear Mr. and Mrs. Tofflemoyer:

I am writing in response to your counteroffer dated June 2, 2005. This is to notify you the City is willing to agree to the following terms and conditions, which very closely align with your submitted counteroffer and our subsequent conversations regarding the acquisition:

- o Changes to the easement description shall be made based upon the revised design as we discussed on June 14, 2005. The final dollar amount of the offer will be based upon \$21,450 per acre and the acreage total calculated from the revised swale design. The City will pay 75% of the value for the actual easement area and 100% for the area that will be secluded by the easement. The City also agrees to pay \$3,436 for the hazelnut trees and also pay all closing costs associated with the finalization of this agreement.
- o The City agrees to pay rent for any property outside the easement area that may be utilized for construction staging. However, it anticipated that all staging shall be contained within the easement area and no rent compensation is required.
- o The City agrees to construct a suitable crossing for the future extension of Dixie Drive. The crossing shall include at a minimum, a culvert and fill over the culvert.
- o Finally, unless directed otherwise by the City Council, the City will include consideration of the subject property in any general evaluation of urban growth boundary decisions made within the next 5 years. The City may, however, take site-specific actions on urban growth boundary expansions which may not include consideration of this property. Past examples of such site-specific actions include the Council-initiated expansion for the Sports Center development and the Council-initiated expansion which allowed development of Blue Water Boats.

Please let me know if these terms and conditions are acceptable to you, and Lane County will prepare the payment and final documents for your signature.

Sincerely,

Jeff Paschall, P.E.  
Project Manager

**NAME: Steven/ Sheri Tofflemoyer**  
**PROJECT: 42<sup>nd</sup> St. Project**  
**PARCEL: 1377-26**

**OWNER'S COUNTEROFFER**

I, the undersigned owner, hereby agrees to sell to the City of Springfield the real property rights described in the County's Offer to Purchase, acting as the agent for the City of Springfield, dated March 29, 2005, subject to the City of Springfield's acceptance of the following listed changes to the terms and conditions set forth in said Offer:

1. The information contained in the letter from Jeff Paschall (Project Manager) to Mr. And Mrs. Tofflemoyer, dated June 21, 2005 is incorporated in this counteroffer.
2. Based on the June 21<sup>st</sup>, 2005 letter the just compensation for the property rights to be acquired will be a total of \$22,150. This amount includes \$13,352 for the .83-acre drainage easement, \$5,362 for the .25-acre area secluded from the remainder property by the drainage ditch, and \$3,436 for the hazelnut trees.
3. All construction and construction equipment shall be contained within the purchased easement areas.
4. The City agrees to construct a suitable crossing for the future extension of Dixie Drive.
5. The City agrees to the information about the Urban Growth Boundary contained in the above referenced letter of June 21<sup>st</sup>, 2005.

Based on the above changes, the total compensation acceptable to the owners for the purchase of the aforementioned property rights is **\$22,150.00**.

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

\_\_\_\_\_  
**Steven D. Tofflemoyer** Date \_\_\_\_\_

\_\_\_\_\_  
**Sheri K. Tofflemoyer** Date \_\_\_\_\_

**ACCEPTANCE OF COUNTEROFFER**

The City Of Springfield accepts the above Counteroffer and agrees to pay the owner(s) of the subject parcel the sum of \$22,150.00 in accordance with the terms and conditions of the Offer to Purchase Real Property dated March 29, 2005 as amended by the changes set forth in the above Counteroffer.

By: \_\_\_\_\_  
Brian Evans- Senior Real Property Officer Date \_\_\_\_\_

By: \_\_\_\_\_  
Al Peroutka - City Engineer Date \_\_\_\_\_

Michael E. Farthing  
Attorney at Law

462 Kodiak Street  
Eugene, Oregon 97401

PO Box 10126  
Eugene, Oregon 97440

Office: 541-683-1950 ♦ Fax: 541-344-4144

email: mefarthing@yahoo.com

June 1, 2009

HAND DELIVERED

Springfield Planning Commission  
Residential Lands Study Stakeholders  
City of Springfield  
225 Fifth Street  
Springfield, OR 97477

Re: Residential Land Needs Analysis  
Study Area 11

Dear Commissioners and Stakeholders:

This office represents Gordon Webb with regard to your consideration of the City's projected need to add 423 acres to its residential lands inventory. Mr. Webb owns nearly 600 acres in the Jasper-Natron area of which approximately 280+ acres is presently located outside the City's Urban Growth Boundary (UGB). Several maps depicting Mr. Webb's ownership and the location of the UGB are attached as Exhibit "A". With a degree of hope and optimism, we have identified the portion of his ownership that is presently outside the UGB as "Opportunity Area 11" on the map that shows the other opportunity areas.

The purpose of this letter is to introduce you and City staff, including the Technical Advisory Committee, to Mr. Webb's property, i.e. Opportunity Area 11, for inclusion within the UGB. We understand that over the next several months, the City, through your respective groups and eventually the City Council, will be reviewing reports and analysis prepared by ECONorthwest which assesses the need for additional land to accommodate the City's projected population growth for the next 20 or more years.

According to a January 15, 2009 memo from Bob Parker of ECONorthwest to the Commercial and Industrial Buildable Lands (CIBL) Stakeholder Committee, "10 employment opportunity sites" were identified by the Technical Advisory Committee to accommodate future industrial and commercial growth. Somehow, over the succeeding months, those sites, or at least some of them, become candidates for accommodating the projected need for additional residentially-designated acreage. However, this seems to have occurred without any meaningful or studied input from the Residential Lands Stakeholder group or any other kinds of public input. It just happened and now the process in moving into the public phase without the kind of

Date Received: 6-2-09  
Planner: LP

deliberation and study that has been made by the CIBL Stakeholders towards assessing the needs of the City for identifying additional commercial and industrial lands. We are not complaining, we just want to be part of that process.

Now is the time to conduct the same level of scrutiny for potential residential sites for meeting the projected short fall. We strongly believe Mr. Webb's property is a prime candidate to be considered for expansion of the UGB to meet some of the anticipated need for residential lands for the next 20 years.

Over the next two months, I will be submitting more detailed information about Mr. Webb's property and why it should be considered for urban growth. For now, it is important to note that there is anywhere from 100 to 140 acres of gently-sloped land located east of the Weyco road that contains low-value resource soils. The new Bob Straub Parkway bisects his property that is inside the UGB. It provides direct access to I-105 and the rest of the Metro Area including downtown Eugene, the U of O, the Riverbend medical facility and I-5. The entire Jasper-Natron area has been made readily accessible to the rest of the Eugene-Springfield metropolitan area by the construction of this transportation facility. Already the Springfield School District has approached Mr. Webb about an elementary school site and we believe other public agencies are considering the area for location of service infrastructure, e.g. fire station and parks. Residential growth has and will continue to occur in this area. The Parkway stimulates that growth because of the easy access to I-105 that it provides.

There is also logic and symmetry for expanding the UGB to include all of Mr. Webb's ownership. The present UGB (segment G-H) through his property consists of two straight lines that extend northeast from the Weyco road to what was believed to be the top of the ridgeline for the Thurston Hills. It then extends easterly along a tax lot line. These lines do not follow a ridgeline, a property boundary, a powerline or any other geographic, topographic or other natural feature. It goes through Mr. Webb's property without any practical reason or justification.

The matrix in the Metro Plan of factors for determining the location of the UGB for its different segments identifies three factors for Segment G-H:

- protect forest lands
- ridgeline drainage basin
- orderly and economic public services.

For the most part, these factors either do not apply or were never relevant to this particular segment. Forest lands are marginal in the area. Public services are rapidly being extended to the entire Jasper-Natron area, e.g. sewer along Jasper Road and the Bob Straub Parkway. The ridgeline was only a factor for the north-facing slopes above Main Street but the line as presently

Springfield Planning Commission  
June 1, 2009

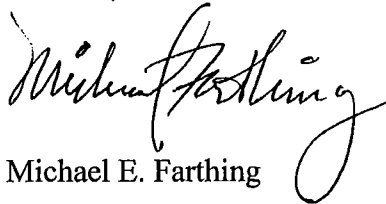
Page 3

drawn is anywhere from 50 to 100 feet from the ridgeline. In short, the present line had little substantive basis when it was first drawn and has even less today. It creates two awkwardly-shaped parcels inside the UGB while leaving the majority of the Webb ownership outside the UGB. It is illogical on paper and on the ground it makes even less sense.

For now, we want to introduce you to Mr. Webb's property and request that you give it serious consideration for expansion of the UGB to meet the City's projected shortfall in its residential lands inventory. As with all sites, there are limitations, most notably areas of steep slopes. However, even these areas can become an attribute when used as open space in conjunction with planned residential development as with MountainGate. The point is that Mr. Webb's property offers a single large, vacant lot under single ownership with immediate access to the rest of the community.

We look forward to the next several months of study, discussions and public review.

Sincerely,



Michael E. Farthing

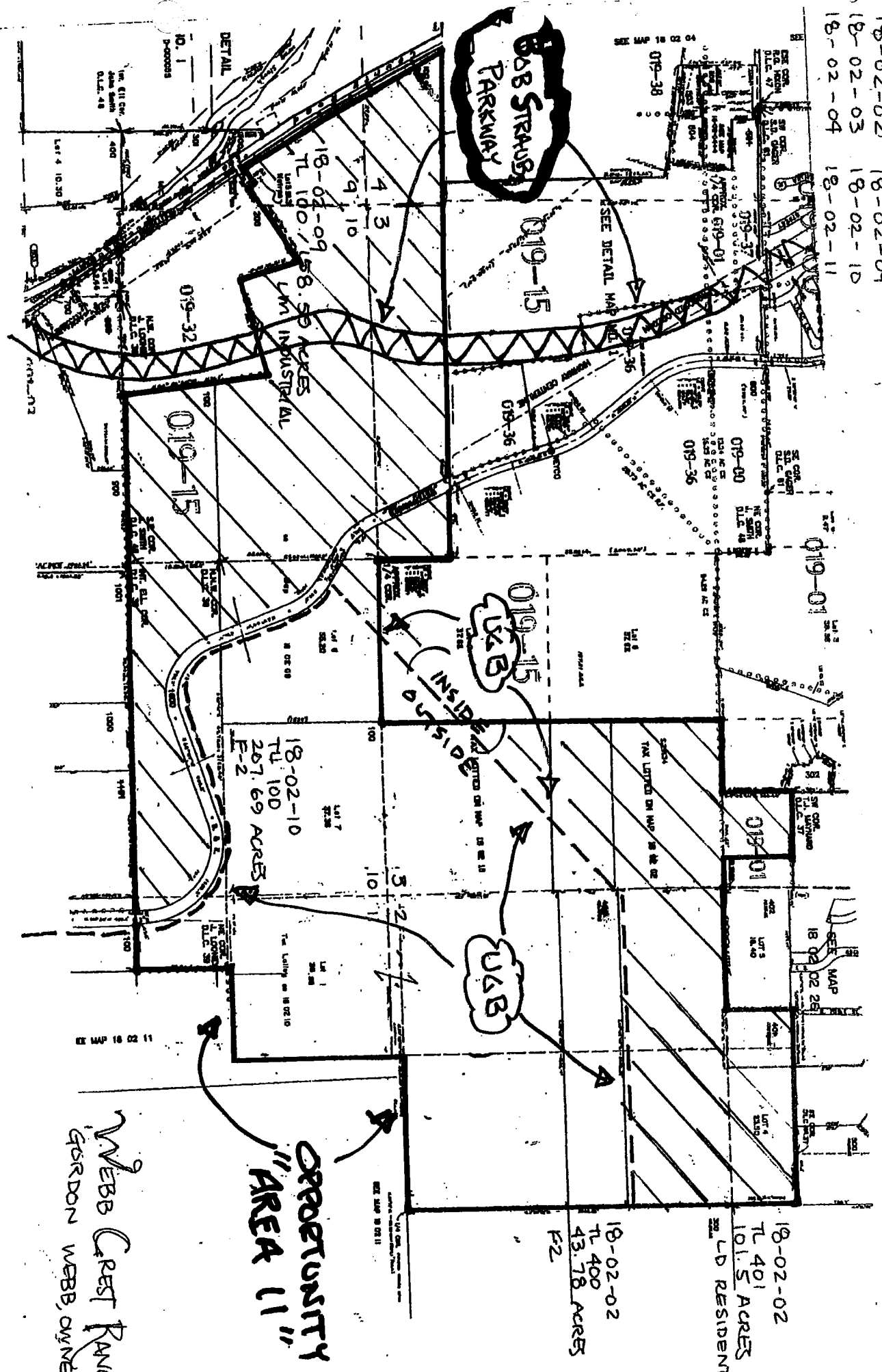
MEF/mg

Enclosure

cc: Gordon Webb  
Larry Olsen  
20 Copies (Staff, Commission and RLS)

18-02-02 18-02-09  
18-02-03 18-02-10  
18-02-04 18-02-11

**BOB STRAUS  
PARKWAY**



AREA OF WEBB PROPERTY  
INSIDE UGB

AREA OF WEBB PROPERTY  
OUTSIDE UGB

019-15  
UGB

INSIDE UGB  
OUTSIDE UGB

UGB

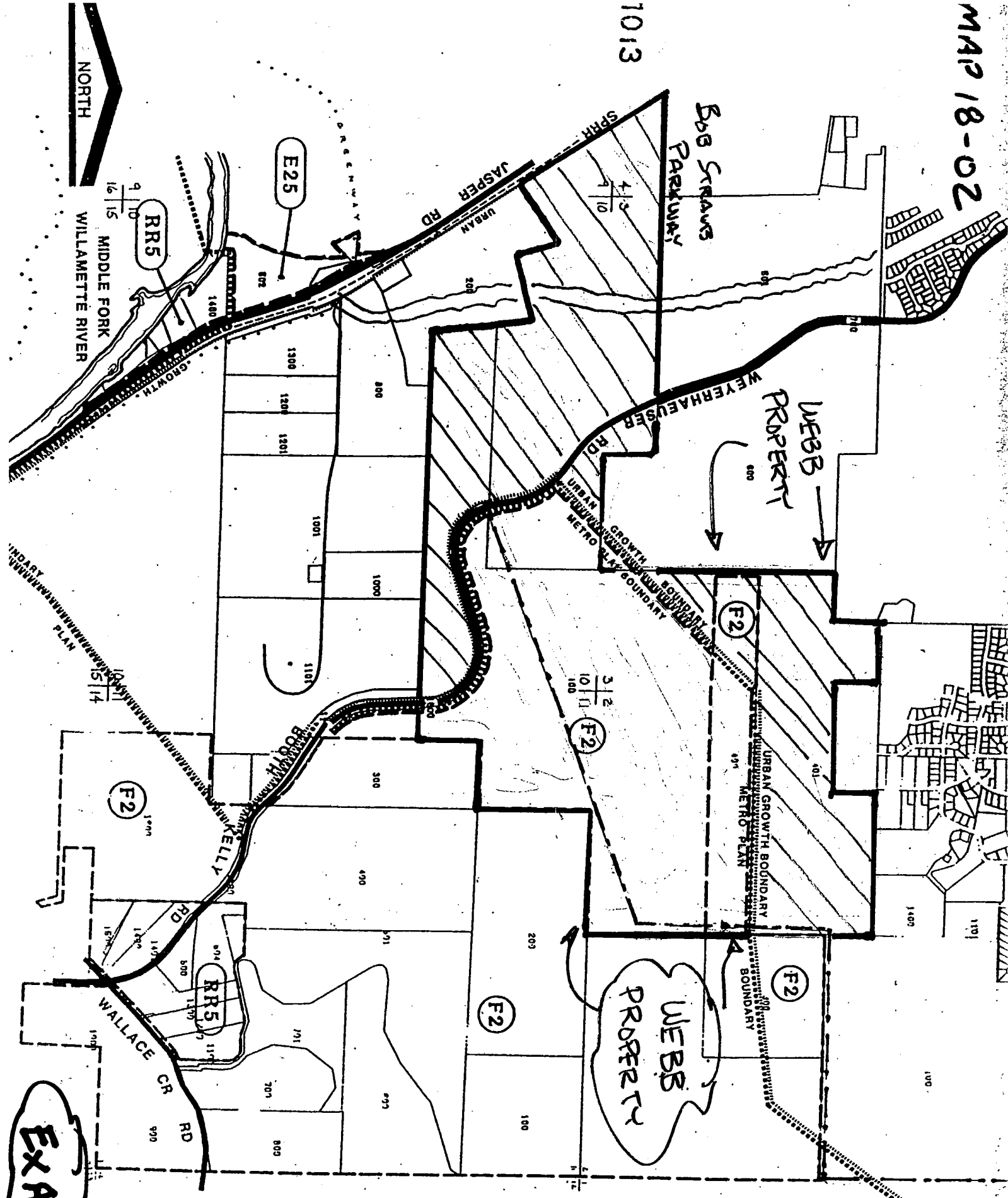
OPPORTUNITY  
"AREA 11"

WEBB Crest RANCH  
GORDON WEBB, OWNER

EX A-1







EX-A-3

FILE # PA2266-514  
EXHIBIT # 3A

# JORDAN SCHRADER

ATTORNEYS AT LAW

JORDAN SCHRADER RAMIS PC

VIA E-MAIL

February 18, 2009

Mark Metzger, Senior Planner  
Planning and Community Development  
City of Springfield  
225 Fifth Street  
Springfield, OR 97477

Re: Urban Growth Boundary Expansion  
Wicklund Trust Property (Parcel # 17 03 15 40 00400)  
Our File No. 50068-36936

Dear Mark:

We are submitting an agronomic suitability report on behalf of the Wicklund Trust property referenced above. This parcel is located within the North Gateway Area currently being analyzed by ECONorthwest. Please make sure that ECONorthwest is aware of the report.

WILLIAM A. MONAHAN

Admitted in:  
Oregon

The Wicklund Trust Property should be given the same priority as nonresource land in your UGB expansion process, pursuant to ORS 197.298(b), for the following reasons:

- 1) The property is adjacent to the current UGB.
- 2) Agronomist Tom Thomson of Dallas, Oregon finds that the subject property is not considered high value farmland because it does not consist of predominantly high value soils as described in ORS 215.710(3) and OAR 660-033-0020(8).

Direct Dial  
(503) 598-5519

E-mail  
bill.monahan@jordanschrader.com

Mr. Thomson's report also finds that the Wicklund Trust Property is "hemmed in by the McKenzie River, Interstate 5 and commercial/industrial development," has been "increasingly difficult to farm due to increasing urbanization," and that "this property could easily be absorbed into the UGB of Springfield without adversely affecting the agricultural economy in the area."

The man who has been farming this property since 2005, Chad Egge, has reviewed the agronomist's report, and agrees with its conclusions. A copy of the email exchange between Mr. Egge and Earle Wicklund is enclosed.

Date Received: 2-23-09  
Planner: LP



50068-36936 156817.doc\BJC/2/18/2009

JORDAN SCHRADER RAMIS PC  
ATTORNEYS AT LAW

Mark Metzger  
February 18, 2009  
Page 2

We will be submitting additional information about this property in the near future.

Thank you.

Sincerely,

JORDAN SCHRADER RAMIS PC



William A. Monahan

Enclosures

cc: Wicklund Living Trust  
Tom Thomson

**Bill Monahan**

**COPY**

---

**From:** Earle Wicklund [wicklund\_associates@comcast.net]  
**Sent:** Thursday, February 12, 2009 12:02 PM  
**To:** 'Chad Egge'  
**Cc:** Bill Monahan  
**Subject:** Chad Egge RE: Wicklund Property analysis by Agronomist Tom Thomson

Chad,  
Thank you for your comments regarding Mr. Thomson's agricultural report.

Earle Wicklund

---

**From:** Chad Egge [mailto:eggeseed@gmail.com]  
**Sent:** Thursday, February 12, 2009 10:35 AM  
**To:** Earle Wicklund  
**Subject:** Re: Wicklund Property analysis by Agronomist Tom Thomson

To whom it may concern:

I have been farming the Wicklund Trust property since 2005.

I have considered the report on the property prepared by Northwest Agricultural Consulting, and I agree with the conclusions reached by Tom Thomson in the report.

Chad Egge

Egge Farms

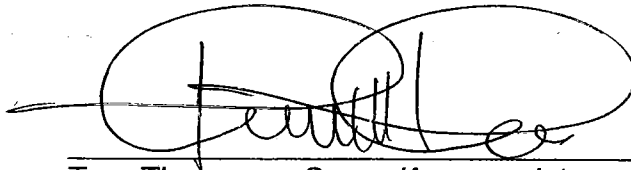
2/16/2009

# NORTHWEST AGRICULTURAL CONSULTING

Agronomic Suitability Analysis of Wicklund Trust Property located in Lane County, Oregon and described as Section 15, T17S, R3W, WM also designated as Tax Lot 1703154000400.

## PREPARED BY:

Northwest Agricultural Consulting  
1275 Oak Villa Road  
Dallas, Oregon 97338  
503-623-0468 Phone/FAX



Tom Thomson - Owner/Agronomist  
ARCPACS Certified Professional Soil Scientist No. 24781

1-27-09

Date



# **Agronomic Suitability Analysis of Wicklund Trust Property.**

## **INTRODUCTION:**

Mr. Earle Wicklund, a representative of the Wicklund Living Trust, is making application for the inclusion of a parcel of property owned by the Trust into the Urban Growth Boundary (UGB) of the City of Springfield, OR. The property is located in Lane County, Oregon and described as Section 15, T17S, R3W, WM also designated as Tax Lot 1703154000400.

The property is approximately 110 acres of which 70 acres are tillable with the remainder as follows: 20 acres forest or slough, 3 acres orchard, 10 acres pasture, and the remaining 7 acres are homestead and roadway.

This report is in support of the application by the Wicklund Living Trust and contains data collected from a site investigation as well as data from various sources substantiating the conclusions required by the City.

## **METHODS:**

An on-site investigation was carried out at the site on October 31, 2008. A thorough physical examination of the property included a review of topography, slope and aspect, and other physical characteristics of the site as well as vegetation currently on the subject property and surrounding properties.

Inferences made as to agronomic practices and cropping sequences are based on my experience as a farmer and agronomic consultant. Soils information was obtained from the Soil Survey of Lane County issued in 1981 by the U. S. Department of Agriculture Natural Resources Conservation Service. Acreages of the soil series were obtained from the USDA Web Soil Survey at (<http://websoilsurvey.nrcs.usda.gov/app>). Economic information was obtained from the Oregon State University Enterprise Budget Sheets and Chemeketa Community College Farm Business Management Program Annual Reports. GIS programs were used to generate maps and interpretations for this evaluation.

## **NARRATIVE**

### **Characteristics of Subject Property:**

The subject property is located on the south bank of the McKenzie River northeast of the intersection of Interstate 5 and Bellline Road. The site is essentially flat ground bounded by commercial and industrial development to the south and west and the river.

The subject property currently is and has been a working farm for many years. The property has the family home and outbuildings on the southern portion. The Wicklund family grew many crops in years past but settled on green beans which were utilized in their spiced

bean business which were sold nationally. The spiced bean company closed its doors in January 2008 when it no longer could compete with rising costs associated with buying the raw product necessary for its spiced bean process. Crops previously grown on this property have included Blue Lake green beans pole and bush varieties, wheat, kale, ryegrass, dill, etc.

The property is currently leased on a cash rent annual lease to Chad Egge of Egge Farms who farms the 70 tillable acres of the parcel. Mr. Egge currently grows perennial ryegrass for seed.

The remaining 40 acres are composed of alluvial sand and gravels which are not conducive to agricultural activity due the lack of water and nutrient holding capacity.

### **Characteristics of Adjacent Lands:**

The following analysis is based upon the area in the northeast corner of the I-5/Beltline Road intersection and bounded by the McKenzie River on the northwestern side in Section 15:

East: The McKenzie River bounds the property which prevents any access to lands across the river.

South: Commercial and industrial development bounds the property to the south and restricts any expansion of farming activities in that direction. There are some small parcels to the southeast which are farmed similar to the subject property which are also farmed by Mr. Egge.

North and West The area to the north and west consists of small farmed parcels interspersed with a nursery and some wooded areas. Sprague Road provides access to the other side of I-5. The Trust has no easement with adjacent property owner, Mr. Walt Johnson, to its NW corner however historically the Trust has had verbal permission to use the access if necessary. Interstate 5 is approximately 1000 feet to the west of the property and restricts access to lands on the other side.

### **Relationship between Subject Property and Adjacent Land:**

The area surrounding the subject property has been in agricultural use for many years and over the last 15 years urban development encroached on the area. Many acres in the area were devoted to cannery crops such as beans, beets and corn. However, growers lost a market when the cannery closed. The few growers with the ability to add value to their crops were able to stay in business. The construction of the Mall and residential construction in the southeast corner of the Beltline/I-5 intersection served to quicken the pace of the development on the east side of I-5. Also, the landscaped Roundabouts and the large

amount of traffic on these roads at all hours of the day serve to not only impede the flow of agricultural implements but also create some safety concerns for their operators.

Although the subject property is currently being utilized for commercial farming purposes, that use is rapidly changing and its value diminished. New commercial construction is underway adjacent to the property and more to come as evidenced by numerous for sale signs on vacant and unused land.

Although an EFU designation protects the land for farm use, that designation is not a measure of economic viability. Although the land was farmed by the Wicklund family for many years, economic profitability came via a value added enterprise operated on the farm. Once the market for that business ended in 1985, they were unable to maintain profitability and would have needed to expend a significant amount of money to upgrade equipment to modern standards.

The Wicklund family has grown Blue Lake Pole green beans (1952 to 1977) and Blue Lake bush beans (1978 to 1985). In 1986 the property was leased to various local farming operations such as Jon Jaqua, Doug Siefert and Chad Egge.

Currently, the landowners receive \$4500.00 per year rent for the land from the lessee, Egge Farms. This works out to approximately \$75 per acre in rent for the tillable acres and no income for the rest of the parcel. Mr. Egge farms approximately 1200 acres under various leases which affords him economies of scale that would otherwise not be available to an individual operator attempting to farm the 70 acres alone. Thus, the parcel is uneconomical to farm by itself.

Many factors affect production of grasses grown for seed in the Willamette Valley. However, the three main factors which largely determine yields of grasses grown for seed are 1) the species-specific genetics of the crop which determines their hardiness, 2) the type of soil and its condition, and 3) the wide variation in weather during the growing season – mainly February through June. The Willamette Valley is quite notable for offering a favorable climate for grass seed production; however the vagaries of weather within any given growing season largely determine the seed production capacity of the plant for that year. Thus, the range in yield of tall fescue could genetically be anywhere from 500 to 2000 pounds per acre depending on whether it was a forage or turf type, early or late bloomer, etc. However, for any given variety of tall fescue the yield range for that variety may be 900-1100 pounds with the actual yield dependent on all factors impinging on the plant during the crop year.

Mr. Egge has stated intermediate ryegrass produced about 1400 pounds per acre on this site but previous experience with this crop in other locations often resulted in yields of greater than 2000 pounds per acre. As intermediate ryegrass currently (2008) is sold at \$0.38 per pound the 600 pound per acre yield deficit resulted in a \$228.00 per acre reduction in gross profit. After deducting fixed and variable costs, the expected net profit would at 1400 lbs is 64% less per acre than expected. As the enterprise budget was written



in 2000, a reasonable allowance for inflationary pressure on seed, fertilizer, fuel, etc must be made which would alter the above assumption of profit.

Overseeding of golf courses and pastures and new lawns for houses are typical markets for this seed. The current national economic crisis has resulted in lowered demand for grass seed at all levels and many seed companies have not shipped any seed in many months. Lack of sales depresses farm prices which results in further erosion of profit. One may assume that Mr. Egge might try to only farm land which offers the best yields at the least cost. Incidental factors besides crop inputs which may affect that decision are distance to market, ease of access to the property, etc.

Thus, considering current as well as future market and input cost conditions, the removal of this property from agricultural production would most likely have no effect on the profitability of Egge Farms. However, its loss would have some, as yet unknown, impact on the two smaller properties to the north and south which are also farmed by Mr. Egge.

#### **Existing Adjacent Uses:**

The City of Springfield's city limits and Urban Growth Boundary abut the subject property on the south. As noted above the predominate use of the land in the area surrounding the subject property is industrial and commercial use with residential use

#### **Existing Public Facilities and Services (water and sewer lines etc):**

The Trust has grandfathered water rights to the McKenzie River in addition it has three drinking water wells on the property. Based on the commercial and industrial development on adjacent lands to the south, is it clear that those properties are served by urban level public facilities, utilities and services.

#### **Neighborhood and regional characteristics:**

As noted above, the predominate land use in the area is commercial industrial with some residential uses interspersed. Lands not occupied by some form of dwelling or business seem to be evenly split between idle properties with for sale signs or those with some form of agricultural enterprise.

#### **Natural or man-made features or other impediments separating the Subject Property from adjacent resource land , such as roads, water courses, utility lines, rights of way, that effectively impede practicable resource use of all or part of the Subject Property:**

As noted above, the McKenzie River and Interstate 5 which, along with the heavy development to the south, create access barriers to and from the property

**Other relevant factors:**

**Soils:**

The main soil types on this parcel are those found near and in the flood plain of larger rivers. The property is a remnant island formed in an oxbow of the McKenzie River. The Newberg-Camas-Cloquato Association is formed upon level and well to excessively drained flood plains. The soils are of alluvial origin and contain a large proportion of sand and gravel indicative of those origins.

The Lane County Soil Survey lists the following agricultural uses for these soils: small grains, grass and legumes for seed, hay, pasture, berries, and timber. Crops previously grown on the property have included green beans, wheat, kale, ryegrass, dill, and perennial ryegrass. Because of the high risk associated with raising berries, melon and potatoes, the Trust opted never to engage in those enterprises.

The following table summarizes the characteristics of the soils:

**Table 1. Soil characteristics within the subject property.**

Soil Series	Symbol	Area(%)	Capability Class
Camas gravelly sandy loam	22	14.5	IVw
Fluents	48	35.1	VIIw
Newberg fine sandy loam	95	44.9	IIw
Riverwash	114	5.4	VIIw

NOTE: The soils percentages were calculated from a downloaded image from Lane County Maps which was digitized in GIS to estimate the percentage of soils within the taxlot.

The property does not qualify as High Value Farmland as defined in the LCDC administrative rule OAR 660-033-020(8) and ORS 215.710(3), because only 45% of the soil qualifies as high value (Newberg fine sandy loam). For this reason, the subject property should be given higher priority in the UGB amendment process than other resource land that is high value farmland, under state law (ORS 297.298(4)).

The fluents and riverwash soils occupy the actively developing floodplains immediately adjacent and within present stream channels. These areas contain large amounts of sand and gravel which contributes to the excessive drainage of these soils.

As can be seen in the above table, the main limiting factor for this property is wetness, usually due to a seasonally high water table due to the proximity of the river. The lower lying Newberg soils regularly flood while the Camas soils flood only in times of very high water.

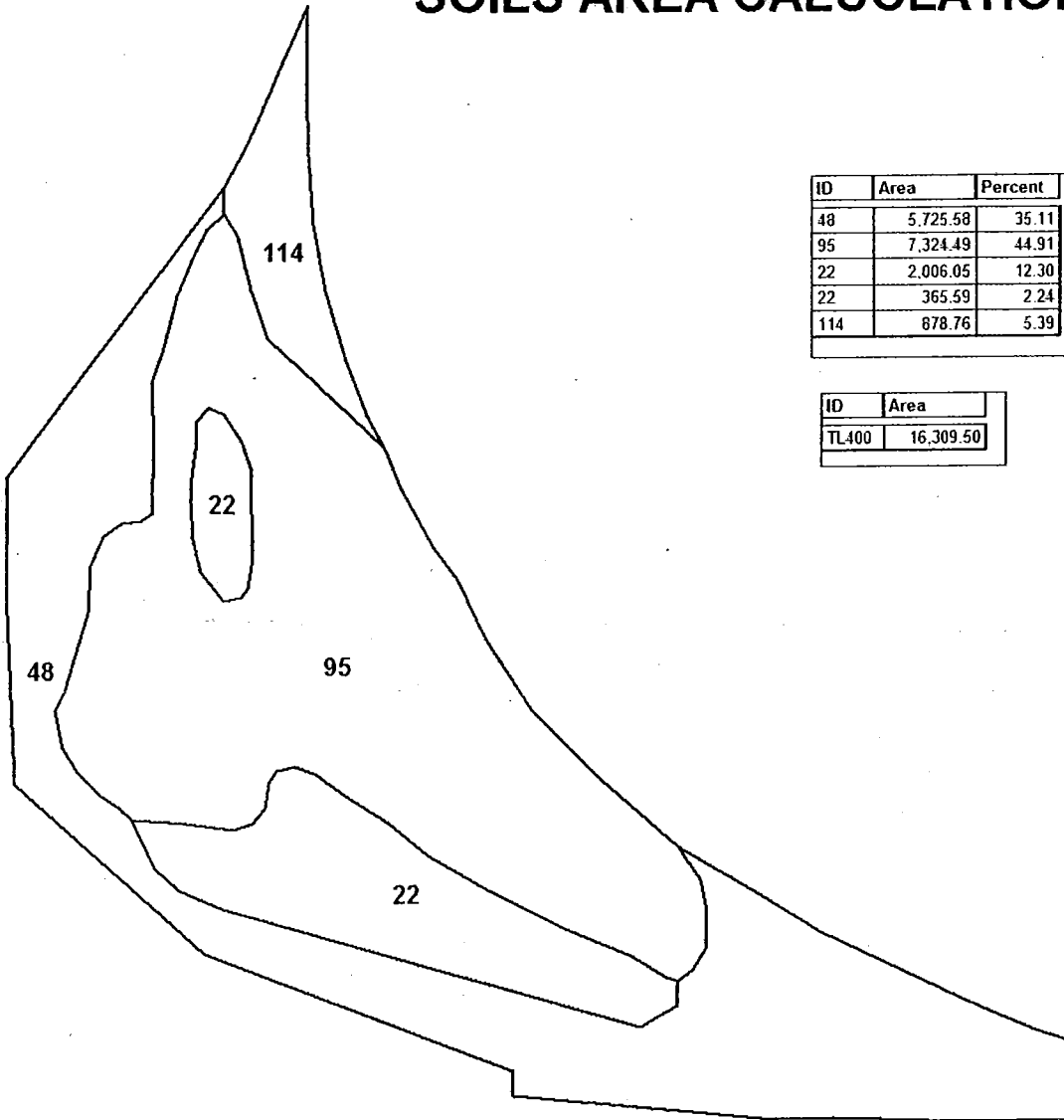
The main problem with the soils from an agronomic perspective is the coarse texture of the soils which limits their water holding capacity. Fine sands, sands, and gravels have the capability to grow some good crops if irrigations is properly applied.

### **CONCLUSIONS:**

The Wicklund Trust Property consists of soils which are not High Value Farmland as defined by LCDC rule, and has been shown to be difficult to farm due to increasing urbanization which makes access to the property for large farm equipment difficult. The property is hemmed in by the McKenzie River, Interstate 5, and commercial/industrial development.

Considering the characteristics of the subject parcel, the characteristics of adjacent lands, and the relationship between the two, this property could easily be absorbed into the UGB of Springfield without adversely affecting the agricultural economy in the area and ought to be given a higher priority than lands better suited to agricultural enterprises.

# WICKLUND UGB SOILS AREA CALCULATIONS



ID	Area	Percent
48	5,725.58	35.11
95	7,324.49	44.91
22	2,006.05	12.30
22	365.59	2.24
114	878.76	5.39

ID	Area
TL400	16,309.50



Scale: 1 inch = 30 feet

GIS Mapping by Northwest Ag Consulting

# Planning East Main Street



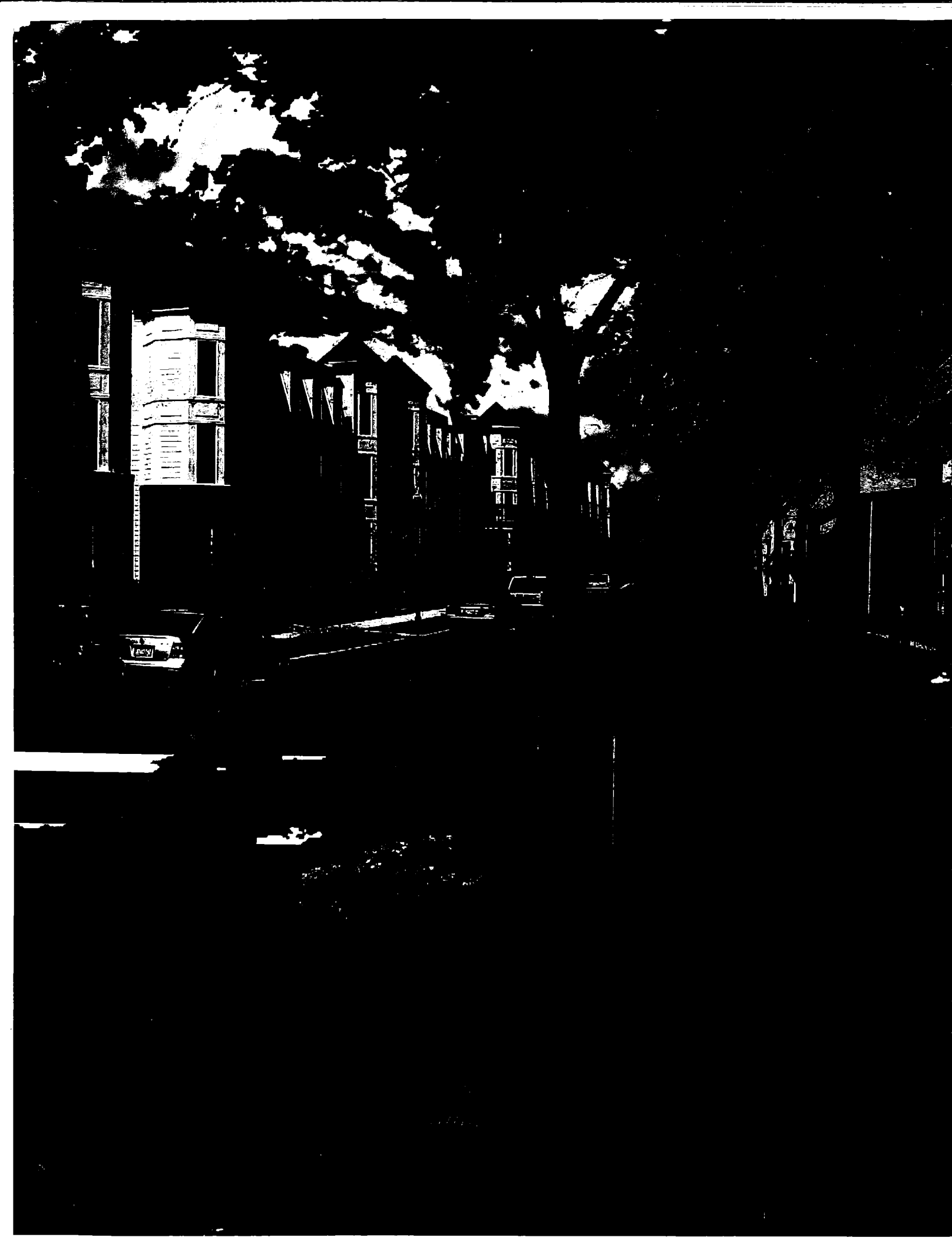
The results and products of landscape architecture studio  
from the University of Oregon  
Fall 2008

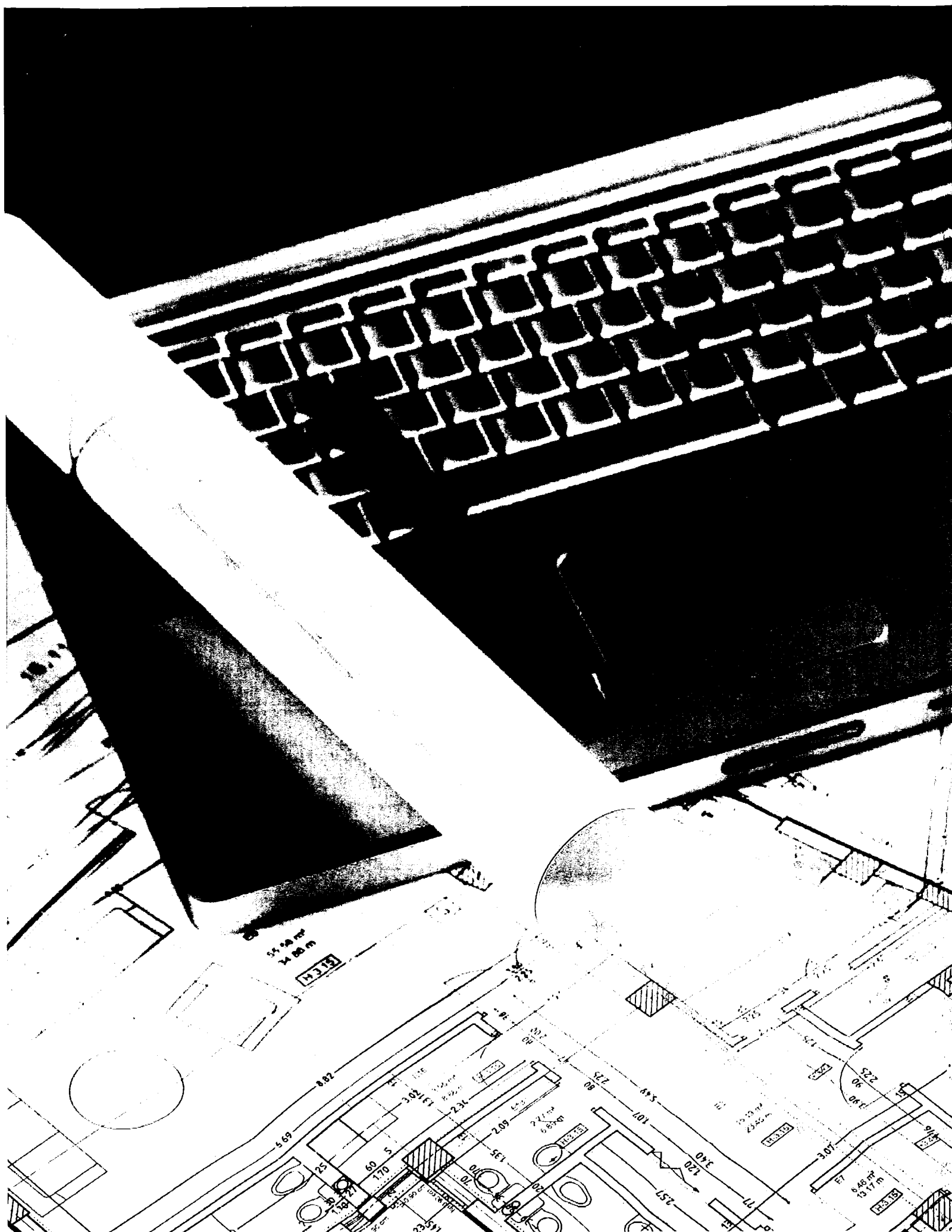
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Date Received: 2-23-09  
Planner: LP  
Submitted by: George Grier  
CIBAL stakeholder committee

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# Executive summary

## BRIDGING COMMUNITIES THROUGH URBAN DESIGN

As Springfield citizens consider options for meeting the residential needs of the next generation, they need look no further than their own transportation corridors. Arterials like East Main Street can be converted into multiway boulevards that can act as magnets for new residential and commercial development in the core of town.

These boulevards can accommodate through and local traffic, public transit, pedestrians, and infill residential and mixed use development. However, given the current configuration of East Main Street and other similar arterials, residential developers rightly ignore these parts of town and opt to build at the edge of town. These existing arterials are eyesores with low-density auto-oriented strip development.

Given the right public investment, private development will be attracted once again to these corridors, which can relieve pressure on the existing Urban Growth Boundary and reduce development on prime farmland or other sensitive lands.

To identify the capacity and potential of Springfield's East Main Street, a Landscape

Architecture Planning Studio at the University of Oregon studied the costs and benefits of converting East Main Street into a multiway boulevard. The benefits are substantial. Over three phases, the 5.7-mile section of East Main Street (from 22nd Street to the eastern edge of the Urban Growth Boundary) could accommodate 10,785 new homes in a variety of configurations – from a few small lot single-family bungalows to multi-family rowhouses, apartments, and condominiums. The residents living along the boulevard would support a more efficient transit system and, as a result of their adjacency to transit, would drive nearly 130 million miles a year less than they would have if they lived at the edge of town. This translates into a reduction of over 142 million pounds of carbon dioxide every year.

Moreover, the families living along the boulevard would save over \$3,000 every year in automobile-related expenses as a result of their reduced driving. Since they are driving less, this would translate into an annual reduction of almost 2,000 accidents. And since these homes would be built on already developed land, this would result in a savings of up to 830 acres of farmland or other natural land at the edge of town that would otherwise be used for housing.

Of course, this would come at a cost. The right-of-way acquisition, which would result in a loss of 29 existing buildings over three phases, would cost approximately \$27 million. And the cost of converting the street into a multiway boulevard over three phases would be roughly \$57 million. But this total cost of slightly over \$84 million

How did the studio identify these potential savings and costs? They began by conducting precedent studies of boulevards in other cities and meeting with boulevard designers.

would be offset by additional annual tax revenue of nearly \$23 million a year at build out, which would equate to a remarkably short four-year payback.

How did the studio identify these potential savings and costs? They began by conducting precedent studies of boulevards in other cities and meeting with boulevard designers. They studied similar streets in California: Octavia Boulevard in San Francisco, Shattuck Avenue in Berkeley, The Esplanade in Chico, and International Boulevard in Oakland. They then analyzed in detail East Main Street and its associated land-use, environmental, zoning, social, and economic patterns. Students then developed design principles for the corridor, designed a flexible boulevard configuration, and prepared planning proposals and urban designs for phased redevelopment of East Main Street. Once their conceptual design was completed, they used empirical data to forecast the impacts of their proposals in terms of farmland preservation, reduction of vehicle miles traveled and carbon dioxide emissions, and per household savings.

Their work was supported by generous grants from the Oregon Transportation Research and Education Consortium and the Lane County Farm Bureau. This report summarizes the findings of the studio.

## Background

### U.S. DEPARTMENT OF TRANSPORTATION STRATEGIC PLAN

According to the US Department of Transportation (USDOT), by 2030, vehicle miles traveled (VMT) in the United States will increase by approximately 60 percent, which will lead to increased congestion, greater fiscal costs, and negative environmental impacts (1). Congested cities across the U.S. resort to remedies that are increasingly difficult to implement. Adding capacity is challenging given limited land availability, greater environmental constraints, and fiscal barriers. And USDOT has found that environmental concerns may limit transportation network expansions (1). Public transit has seen limited success in replacing individual trips and can typically only be justified at greater levels of density than many communities currently support.

Existing arterials that combine local and through traffic contribute to this problem. Turning movements of local traffic along the arterial slow through traffic. They allow speeds that jeopardize pedestrian safety and negatively impact the quality of life along the arterial. These streets attract auto-oriented commercial land uses. The resulting urban form includes deeply setback strip malls, single story big-box stores, gas stations, and garages. Hence, these arterials offer little incentive to developers or property owners interested in alternative land use types supportive of more efficient morphologies. Their negative attributes help push development to the edges of metropolitan areas, which threatens valuable farmland and contributes to the social, environmental, and economic costs of sprawl.

### AN ALTERNATIVE TO SPRAWL

To combat sprawl, cities need to attract urban growth to urban cores rather than edges. Unfortunately, land within the developed core is typically dedicated to existing uses, including low-density housing and commercial development adjacent to strip arterials. Redefining these arterials offers an opportunity for infill development that can relieve growth pressures

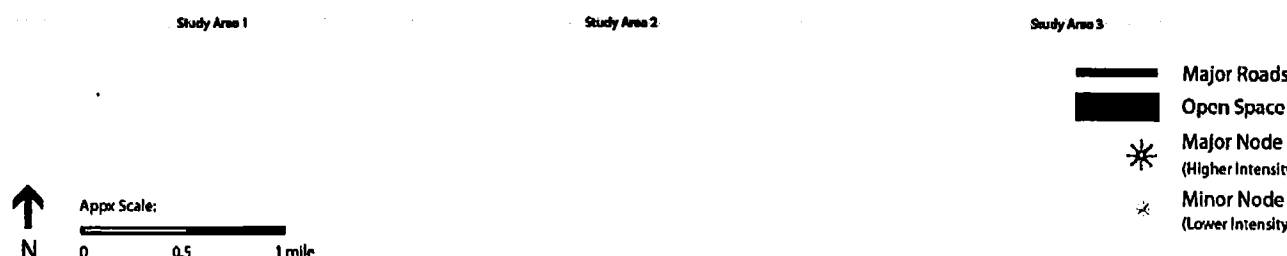
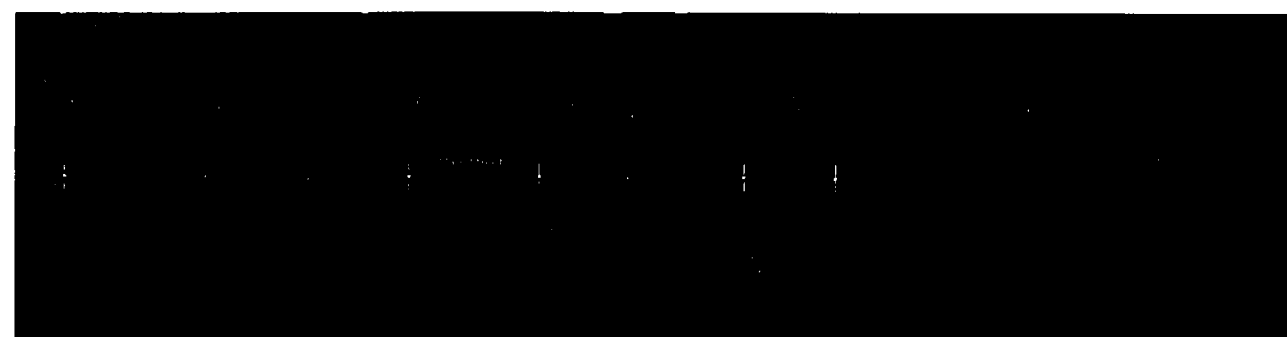
“Cities that were once considered the most desired places to live or for businesses to locate are now seeking ways to unclog their increasingly congested roadways and regain their quality of life.”

on farmland and capitalize on the benefits of greater residential densities. If arterials can safely and efficiently accommodate through and local traffic, they may also start to attract commercial and multi-family residential developments. One method is to convert these arterials into multiway boulevards that promote transportation variety and a broader range of land uses and building types. These boulevards, which are common throughout Europe, have dedicated through lanes separated from slow-moving local access lanes by landscaped medians. The access lanes can provide bike lanes as well as on-street parking to support ground floor retail uses. With the many opportunities for landscaping in the multiple medians, these boulevards also become attractive settings for mixed-use buildings and medium-density housing.

Like many communities across Oregon, Springfield is faced with growth, and development patterns currently employed will force that growth to the metropolitan edge. By 2050, Springfield's population may grow from roughly 62,000 to 112,000 (2). If that growth is accommodated using current development patterns, with single-use strip arterials surrounded by low-density subdivisions, the city's Urban Growth Boundary (UGB) will need to expand substantially – unless alternative development patterns are used.

### THE TRANSPORTATION LAND USE LINK

The link between transportation and land use is well established (3). Of significance to this study is the direct relationship between density, transit options, and VMT rates as described by Holtzclaw (3). Holtzclaw's study of 28 communities in California evaluated the effects of neighborhood characteristics on motor vehicle





usage per household and annual VMT per household. Holtzclaw identified four neighborhood attributes that influence household transportation costs: residential density, transit accessibility, mixed use (as measured by distance between shopping and residential areas), and pedestrian accessibility (as measured by factors that encourage walking). His model to predict annual VMT rates is used in this study.

Most land around arterial streets today is zoned for commercial use. These zones exhibit well-documented auto-oriented characteristics, including deep setbacks, single-use buildings, ample parking lots between and in front of buildings, and little used sidewalks (4). These arterials and their land use designations work together to discourage alternative modes of transportation, more balanced development, and pedestrian accessibility. The result is increased congestion, increased VMT, and increased environmental impacts associated with this auto-focused landscape (5).

From a transportation and land use perspective, communities should support greater options for mobility, reduced reliance on automobiles, and improved pedestrian accessibility. When residents can bike from their home to their place of work, when they can take public transit instead of their private automobile, and when they can walk to a local market, their mobility options are increased, and their vehicle miles are decreased (6). Reduced vehicle use has benefits in terms of improved air quality and improved personal health (7).

#### MULTIMODAL TRANSPORTATION FACILITIES

East Main Street is an emerging multimodal facility. It currently supports vehicles and a bus system. But transit alone will not transform an arterial into a multimodal facility. As Mejias and Deakin note "...transit is only one of many influences on development and a transit-served site must compete with other sites in the region that may be more desirable in other respects" (9). Multimodal facilities should also safely incorporate bicycles and pedestrians. Even though the arterial has sidewalks in most locations, these are infrequently used for the same reasons. Sidewalks are

East Main Street is an emerging multimodal facility. It currently supports vehicles and a bus system. But transit alone will not transform an arterial into a multimodal facility.

especially problematic given that they are attached directly to the curb and unusually narrow for an arterial (4 to 6 feet, or 1.22 to 1.83 meters wide). To be effective for bicycles and pedestrians, research has found that one of the most critical factors is lateral separation of the mode and vehicle speed and volume (10). Multiway boulevards are an effective way to achieve this lateral separation (8).

#### URBAN ARTERIALS

Urban arterials offer great settings for infill development if reformed into multiway boulevards, though they present challenges to overcome. In a survey of developers working in the San Francisco Bay Area, Mejias and Deakin concluded that for their case study arterial (San Pablo Avenue) the unattractive streetscapes, high speeds (35 to 45 miles or 56 to 72 kilometers per hour), and large setback requirements limited development potential. Developers noted that this auto-oriented building pattern limited infill and mixed-use development (9). San Pablo Avenue is like many urban arterials - it is a multilane roadway that accommodates through and local traffic and it is paralleled by auto-oriented strip development that links several jurisdictions. Freedman (11) offers a description of urban arterials that also applies to East Main Street:

On the strip, auto-dependent development has long been paired with a conventional arterial typology... strip buildings are set back behind expansive parking lots, with only a minimal need for architectural quality. In such environments, pedestrian movement is normally only poorly accommodated: crosswalk distances are long and without refuge; tree canopies are sparse or

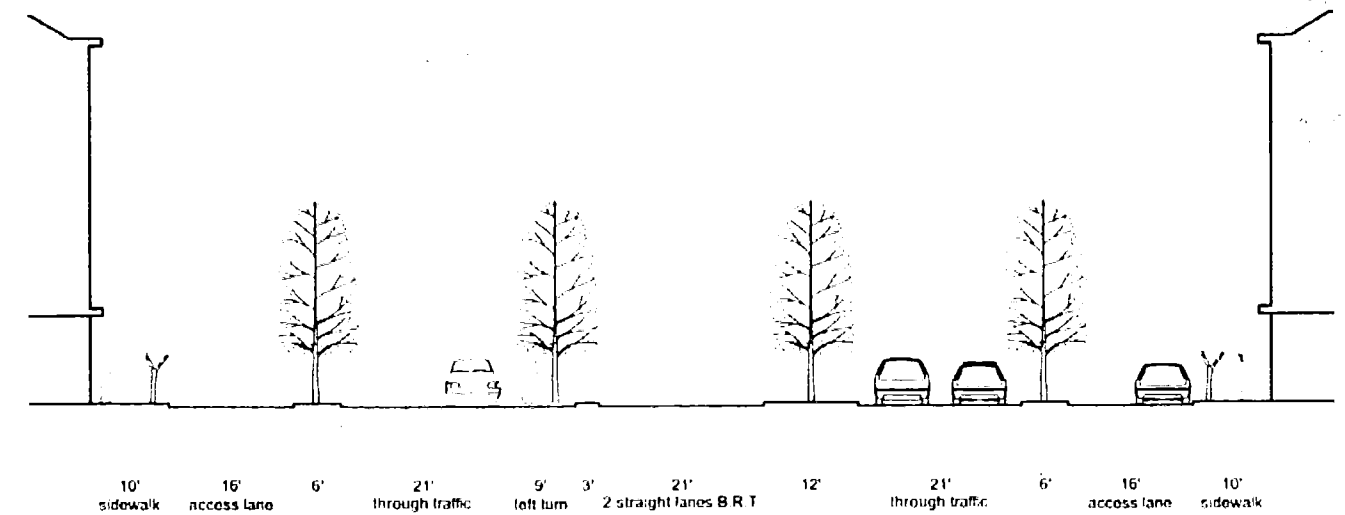


Figure 1: A typical multiway boulevard in 151' right-of-way.

nonexistent; sidewalks are narrow (where they exist at all); and intermittent, bare-bones street furnishings convey the impression that no one would walk, bicycle, or sit at a transit stop there unless they had no other choice.

#### MULTIWAY BOULEVARDS

Perhaps the best way to address the limitations of the urban arterial and to transform it in a way that is supportive of multimodal transportation options is to convert it into a multiway boulevard (11). These boulevards, which are common across Europe, have several lanes of faster moving through traffic in the middle separated by medians from parking and access lanes on the sides (see Figure 1).

Multiway boulevards have been shown to support infill development, reduce congestion, and improve pedestrian safety (12, 13, 14). Ground level retail uses take advantage of on-street parking in the access lanes, and residential uses are attracted to the park-like quality of the landscaped boulevards. Given that slower vehicular speeds can reduce pedestrian fatalities (15), slower moving local access lanes also enhance pedestrian safety without reducing throughput. The ability to support greater residential densities can contribute to greater housing affordability (16). But given the wide right-of-way requirement, this street

type is uncommon in the United States. Jacobs (14) has shown that these streets accommodate all necessary turning movements and are no less safe than standard arterials. Typically, signals control through traffic movements, including left turns. Signage regulates movements on the access lanes, which requires local traffic to yield.

#### FINDINGS

Over the course of this project, members of the community - including business owners, neighborhood activists, and planning commissioners - have gone from knowing nothing about multiway boulevards to being supporters because the boulevard type has benefits that outweigh the liabilities. Neighborhood leaders supported the idea of density along the arterial rather than in the neighborhoods. Their primary concern was the perceived increase to the pedestrian crossing distance. However, since the crossing distance in a multiway boulevard need not include the access lanes, which are typically designed as a pedestrian realm, the distance actually decreases across the through lanes. Property owners approved of the concept because it could accommodate through traffic, which is important for business visibility, and local traffic, which allows for easy customer access. Their most pressing concern was the expansion of the right-of-way. They were not

overly concerned about limiting free right-turn access to existing curb cuts, which would happen with the median separating the access lanes from the through lanes. Entry into the access lanes only occurs at intersections.

#### RIGHT OF WAY

The existing right-of-way of up to 120 feet (36.5 m) cannot accommodate a multiway boulevard. A right-of-way of at least 151 feet (46.0 m) is required (see figure 1), which could be accommodated with minimal impact to any existing buildings. The additional width would primarily come from parking lots and unused land on adjacent properties. The benefit to property owners is that they would get on-street parking in front of their properties that would be paid for and owned by the city.

#### LEVEL OF SERVICE AND VOLUME

As part of the Walnut Station study sponsored by the Oregon Transportation and Growth Management Program, David Evans and Associates performed traffic modeling, which found that converting the arterial into a multiway boulevard would have a minimal impact on LOS (18). Along the half-mile (0.8 km) stretch covered by this analysis, the boulevard performs at a LOS C/D with volume to capacity (v/c) ratios of .59 to .70. Traffic volume is expected to increase by 101% (north side PM peak) and 35% (south side PM peak) by 2025. With a

multiway boulevard, the LOS is projected to remain at C/D, which is better than the city standard of LOS E, and v/c ratios are projected to be between .79 to .92. The modeling also found that intersection capacity is minimally impacted. We would expect a similar finding for East Main Street.

#### URBAN FORM AND RESIDENTIAL CAPACITY

The entire corridor could support over 10,000 dwelling units at densities not exceeding 30 dwelling units per acre and in buildings not exceeding five-stories in height. At this level of density, off-street parking could be at-grade in parking areas located behind buildings, which is an important economic consideration given the prohibitive cost of structured parking. Moreover, the five-story maximum height would be the most acceptable to many of the stakeholders and allows for ground floor retail and up to four levels of housing above, which could be developed as stacked townhomes, condominiums, and apartment flats.

#### FORECASTING ENVIRONMENTAL AND ECONOMIC BENEFITS

While economists routinely make forecasts based on a set of assumptions, planners responsible for the configuration of the built environment rarely take advantage of this approach to estimating the costs and benefits of development alternatives. As part of this project, preliminary environmental forecasting helped

identify possible impacts of converting the arterial into a multiway boulevard. While these forecasts may not reflect actual events in the future, they do help policy-makers evaluate the possible impacts of development decisions. These forecasts start with the position that, as currently configured, East Main Street will not attract residential development. Traffic speeds, land use patterns, building forms, and landscaping are simply not conducive to mixed-use development. However, if converted to a multiway boulevard, the street would likely attract mixed-use development. This has been the case with Octavia Boulevard in San Francisco and it is the pattern for multiway boulevards in Europe that carry similar levels of through traffic. The table below shows the various forecasts for the reconfiguration:

#### CONCLUSION

Oregon has a long history of innovations in land use and transportation but that history has largely bypassed the urban arterial. As an alternative to these arterials, multiway boulevards can be one of many strategies that can help communities struggling with congestion, environmental degradation, and livability. Environmental forecasts presented here make a compelling case for considering multiway boulevards. An improved arterial that separates through and local traffic, allows for on-street parking, supports transit, and enhances the bicycle and pedestrian experience could be a magnet for new development. To be sure, some of these benefits may be achievable without a multiway boulevard, but this street type may best meet the complex needs of arterials designed to integrate transportation and land use

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#### AN ENVIRONMENTAL AND ECONOMIC FORECAST EAST MAIN STREET, SPRINGFIELD, OREGON

	Phase 1	Phase 2	Phase 3	TOTAL
Dwelling Units	1,953	7,138	1,694	10,785
VMT Reduction (miles/yr)	23,436,000	85,656,000	20,328,000	129,420,000
CO2 Reduction (lbs CO2/yr)	25,779,600	94,221,600	22,360,800	142,362,000
Farmland Preservation (acres)	150	549	130	830
Per HH Savings (\$/yr)	3,240	3,240	3,240	3,240
Accidents per year	356	1,302	309	1,967
Tax Revenue (\$/yr)	3,906,000	14,276,000	4,742,000	22,924,000
ROW Cost (\$)	18,357,120	8,240,760	669,960	27,267,840
Blvd Cost (\$)	37,500,000	17,500,000	2,000,000	57,000,000
Total Cost (\$)	55,857,120	25,740,760	2,669,960	84,267,840
Blvd Length (miles)	3.75	1.75	0.2	5.70
Bldgs Removed	4	23	2	29



# Octavia Boulevard

## A PRECEDENT STUDY FROM SAN FRANCISCO

Octavia Boulevard is a section of Octavia Street, a north-south arterial that connects Route 101 with the Hayes Valley neighborhood and terminates in a neighborhood park.

Today the Hayes Valley neighborhood is rich in historic architecture and local businesses.

Historically, the area has been the scene of violent crime and drug activity. Since the restructuring of the boulevard, including Patricia's Green park, new life has been injected into the neighborhood. This is evident at the street front where local businesses flourish and at the park, where an average day finds a healthy mix of children, adults, and dogs enjoying the sunshine.

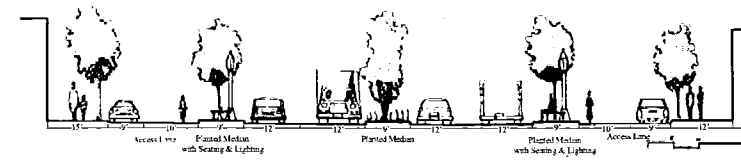
Octavia employs a multi-way boulevard strategy to deal with a heavy traffic volume coming from the Route 101 exit. North and south-bound traffic are separated by a vegetated boulevard and each side is given two lanes. Access lanes line each side of the street, allowing for on-street parking

and access to housing and businesses. The access lanes are separated from the high volume lanes by yet another vegetated boulevard. Wide, tree-lined sidewalks are found adjacent to access lanes.

The access lanes function well for vehicles as well as for bicyclists, who are able to travel on the street without being subjected to quick-moving, high-volume car traffic. The access lane also provides a more pleasant walking experience for the pedestrian.

Rather than being uncomfortably close to traffic, the walker is a safe distance away, separated by two rows of trees, parked cars in the access lane, and a boulevard. The 15' sidewalk adds to this walkability.

The cohesive tree and shrub planting not only



STREET SECTION

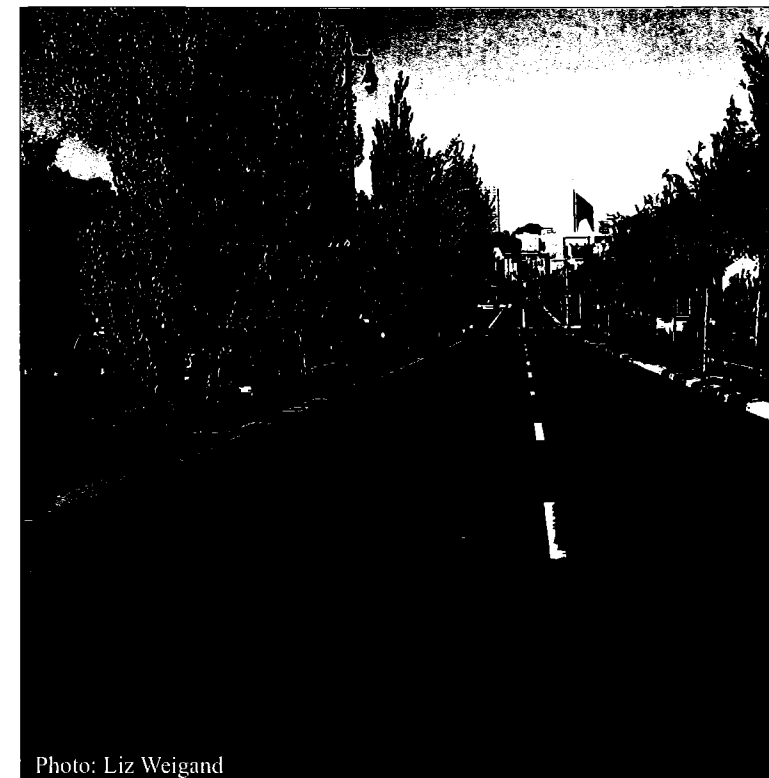
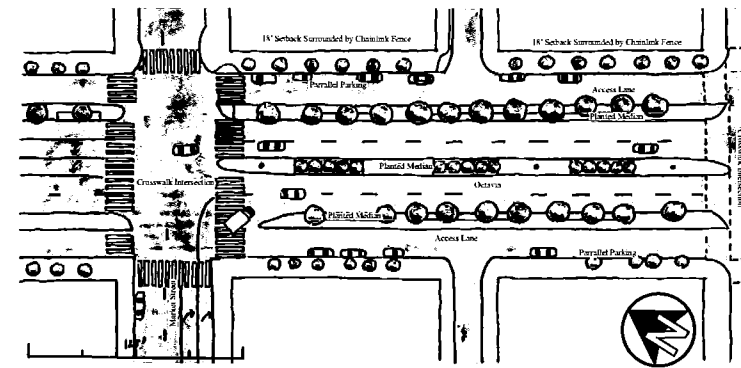


Photo: Liz Weigand

buffers pedestrians from traffic but also acts as a sound buffer, helping to filter out the noise of some 50,000 autos per day. Additionally, the tree plan creates visual unity on the street from freeway to park block.

A possible critique of the system used here is that some cars use the access lane as a cut-through to avoid traffic. Had access lanes been made narrower and employed a traffic calming device at intersections, this likely would not be the case.

At The North end of the street, the high-volume lanes terminate, allowing only the access lanes to continue. At this point the street ceases to be a thoroughfare and becomes instead a quiet neighborhood street lined by businesses and housing. The park is the centerpiece of these blocks. Sidewalks remain wide here, allowing excellent opportunities for outdoor dining and shopping.

The south end of the street is decidedly less active and functions more as a thoroughfare for traffic exiting route 101. Housing has yet to be constructed along these blocks, which is likely the reason that fewer pedestrians are found.



# Mt. Diablo Boulevard

A PRECEDENT STUDY FROM LAFAYETTE, CALIFORNIA

Mt. Diablo Boulevard runs through downtown Lafayette, parallel to nearby Route 24, a major arterial connecting the area to San Francisco.

Unlike a typical thoroughfare, Mt. Diablo Boulevard is also a vibrant public space; shopping, banking, outdoor dining, and strolling all occur here.

Sidewalks along the boulevard are wide, accommodating a variety of uses. Many restaurants and cafes use moveable seating to allow outdoor dining in good weather. The wide walk allows ample room for diners as well as strolling couples and families.

However, the most unique and innovative feature of Mt. Diablo Boulevard is not found on its

streetfront, but rather in the parking solution behind the boulevard. Instead of relying heavily upon on-street parking, large, shady lots have been built behind shops. These lots gather pedestrians at paseos, which

connect to the streetfront. The paseos are wide, and include shop entries, trees, and arched entryways. These paseos provide a pleasant transition between parking and pedestrian uses.

Several sections of the boulevard feature not only behind-street parking with paseos, but also wide, tree-lined sidewalks and shop entries in the rear. This creates choices for the user, whether they arrive on foot or in a vehicle. The enhanced rear of street adds to the appeal of the boulevard as a whole.

In some instances, low volume parking lots are also located directly off of the main boulevard. These lots, small and lined with abundant trees, are tucked inobtrusively between buildings.

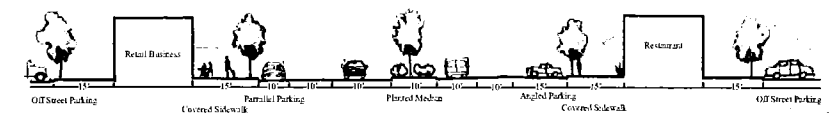
In contrast with rear parking and small, tucked-in lots, the western end of the boulevard reverts to its earlier roots as a typical American strip-mall with large amounts of parking in front of stores. This model limits

the amount of activity that can take place at the storefront level.

A vibrant mix of local and national businesses inhabit the eastern end of the street.

Restaurants, small retailers, banks, and a grocery store provide a healthy mix of goods and services.

Architecture is varied, adding to the character of the street. Mixed building heights, colors, and the use of awnings add visual interest. Business entries are angled back, allowing extra room for coming and going. A clocktower on the corner of Mt. Diablo Boulevard and Moranga Road rises above the neighboring buildings and serves as a community icon.



STREET SECTION

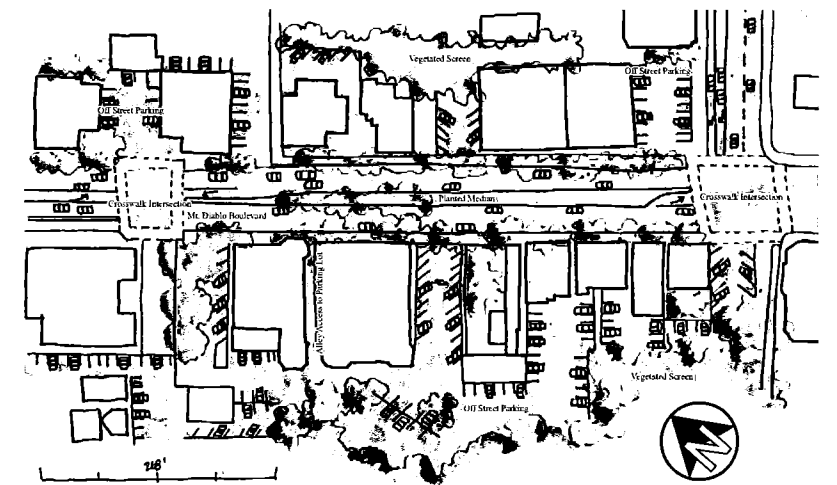


Photo:



# Shattuck Avenue

## A PRECEDENT STUDY FROM BERKELEY, CALIFORNIA

Berkeley is located on the east shore of San Francisco Bay. Berkeley's Shattuck Ave. has been called the "the heart of trendy Berkeley." With dining and shopping lining this corridor and its close proximity to UC Berkeley, it is easy to understand

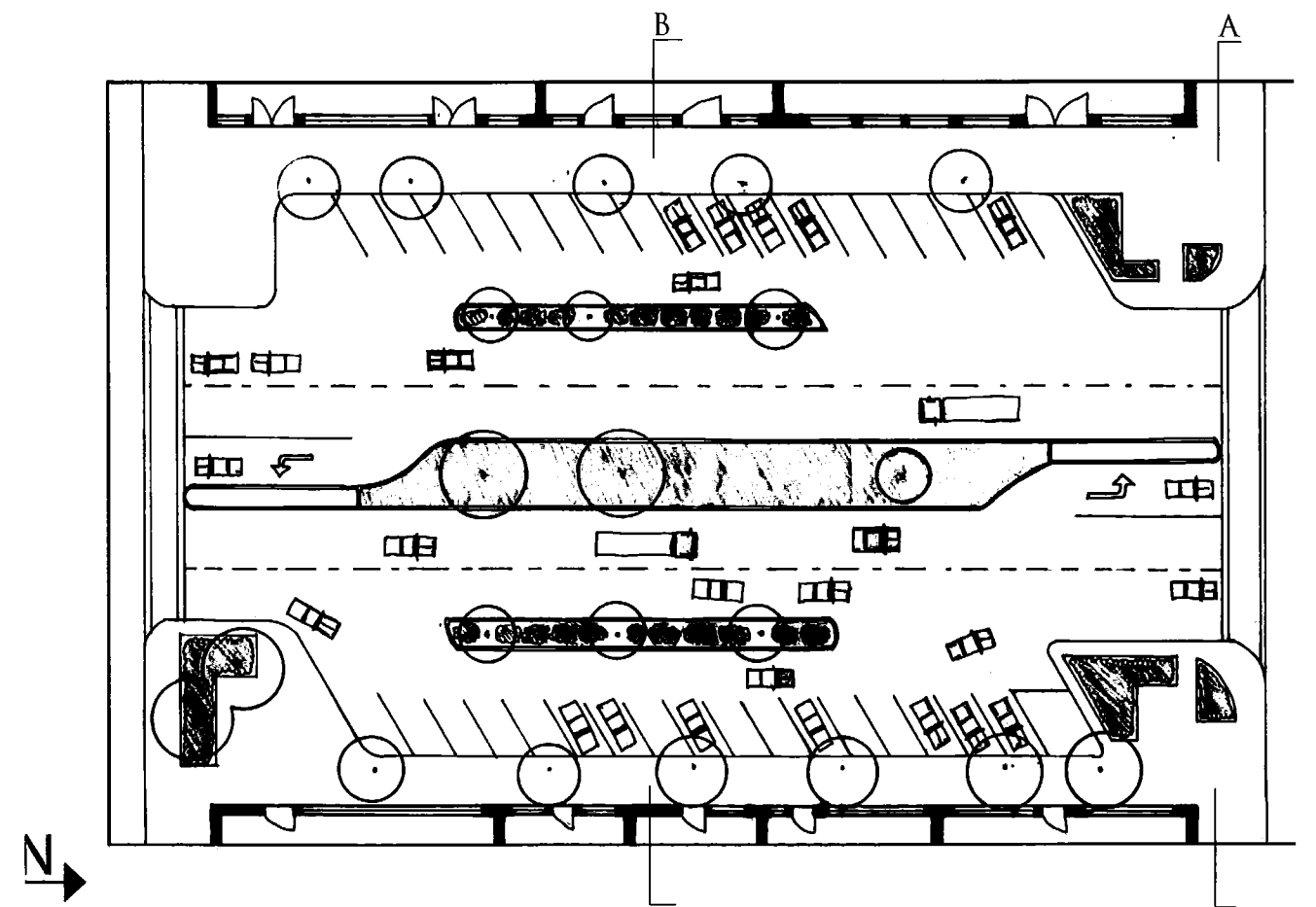
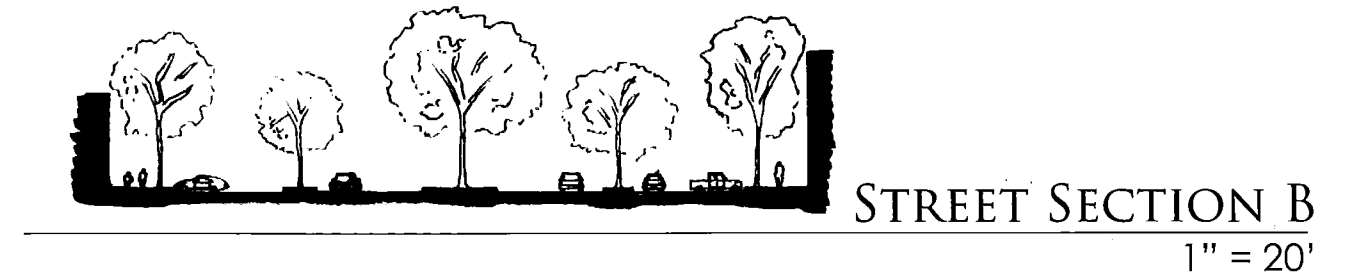
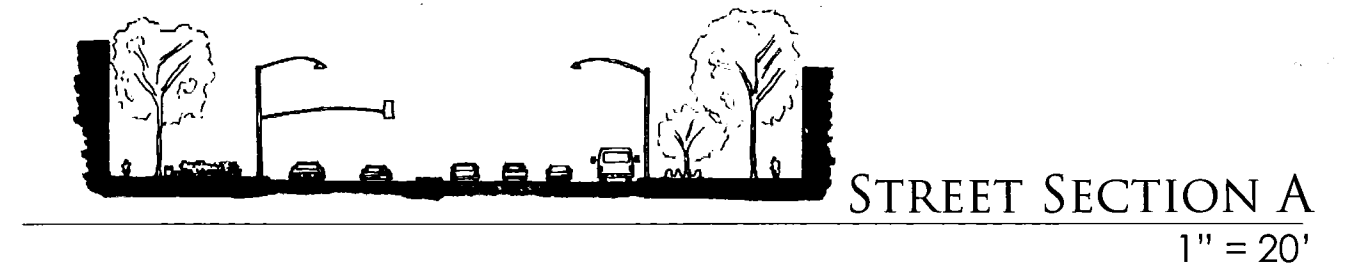
why this is such a busy area of the city. A mediterranean climate, architecture rich with character, vegetated medians and room to walk are elements that add to the uniqueness of Shattuck Ave.

The street accommodates a range of transportation, from vehicle to walking and biking. Pedestrians are safely separated from busy traffic by the service lane. Trees and vegetation fill all medians, softening the hardscape and surrounding buildings. Crosswalks at each intersection give pedestrians a safe place to walk and are a reasonable walking distance from each

other. Mixed-use buildings line Shattuck, from juice bars and full restaurants to pharmacies and residential complexes.

Service lane traffic is forced to merge onto the main traffic lane, interrupting the flow. With no designated bike lane, bikes are forced to move in and out of the service lane.

Opportunity for seating outside of shops is not utilized, creating unused space. The width of the crosswalk from one side of the street to the other is long and may be a safety issue for some pedestrians.



STREET PLAN

# Analysis: West Section

## BUILDING CLASSIFICATION

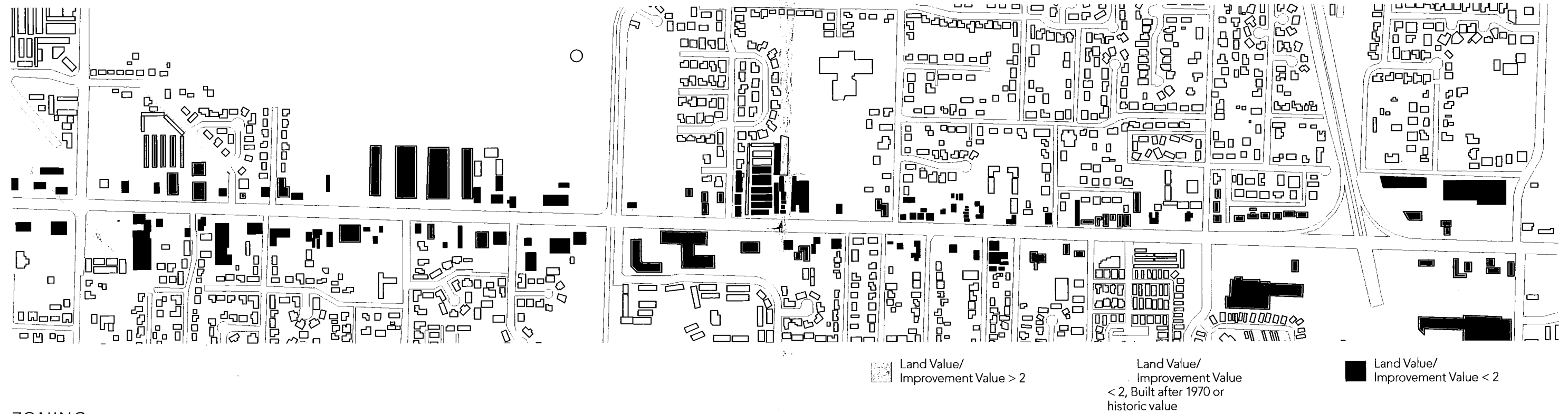


## ZONING



# Analysis: Center Section

## BUILDING CLASSIFICATION

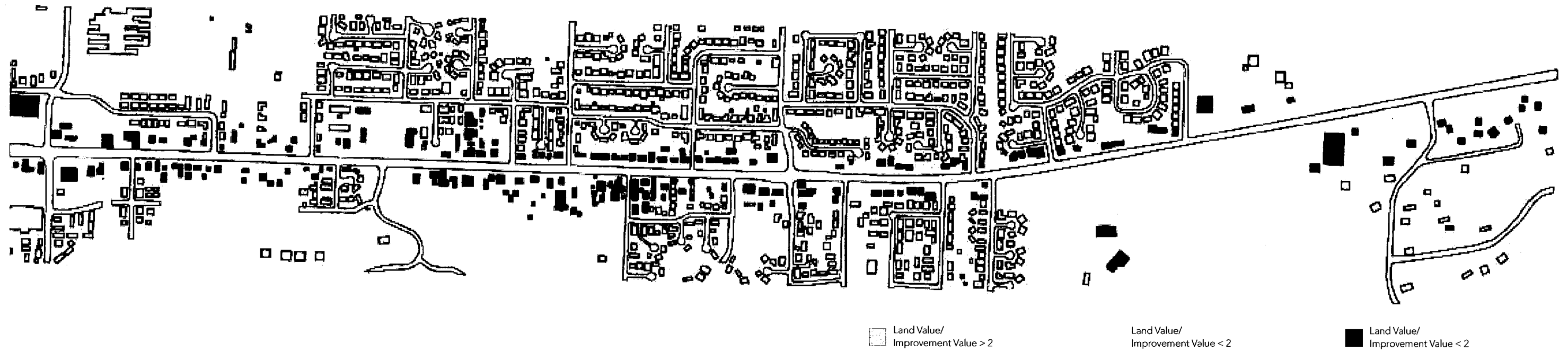


## ZONING

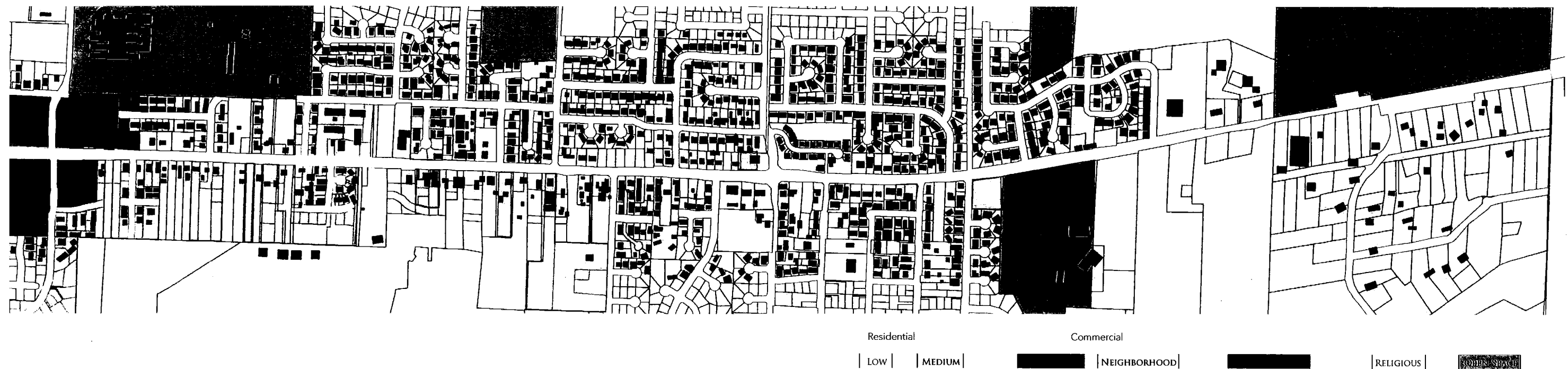


# Analysis: East Section

## BUILDING CLASSIFICATION



## ZONING





# Design: West

AN ENVIRONMENTAL AND ECONOMIC FORECAST  
EAST MAIN STREET, SPRINGFIELD, OREGON: WEST SECTION

	PHASE 1	PHASE 2	PHASE 3	TOTAL
Dwelling Units	278	399	701	1,378
VMT Reduction (miles/yr)	3,336,000	4,788,000	8,412,000	16,536,000
CO2 Reduction (lbs CO2/yr)	3,669,600	5,266,800	9,253,200	18,189,600
Farmland Preservation (acres)	21	31	54	106
Per HH Savings (\$/yr)	3,240	3,240	3,240	9,720
Accidents per year	51	73	128	251
Tax Revenue (\$/yr)	556,000	798,000	2,756,000	4,110,000
ROW Cost (\$)	4,114,890	1,908,990	669,960	6,693,840
Bld Cost (\$)	12,500,000	2,500,000	2,000,000	17,000,000
Total Cost (\$)		4,408,990	2,669,960	7,078,950
Bld Length (miles)	1.25	0.25	0.20	2
Bldgs Removed	0	9	2	11

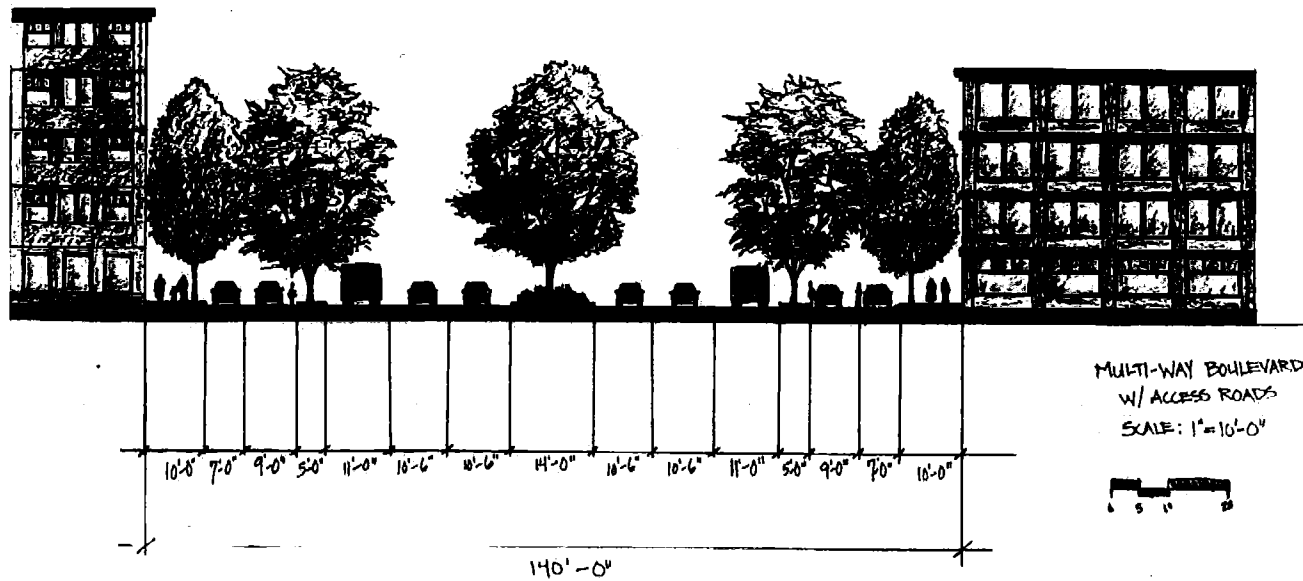
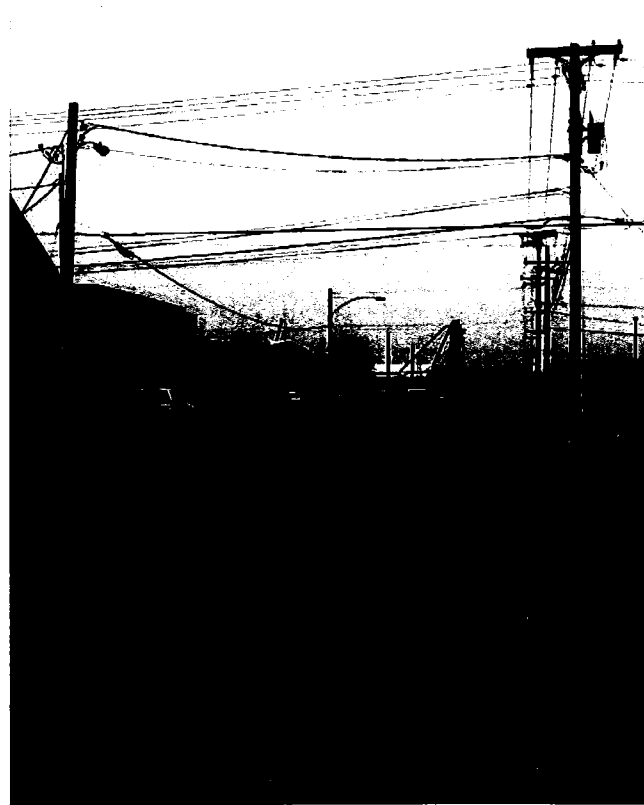


PHASE 1

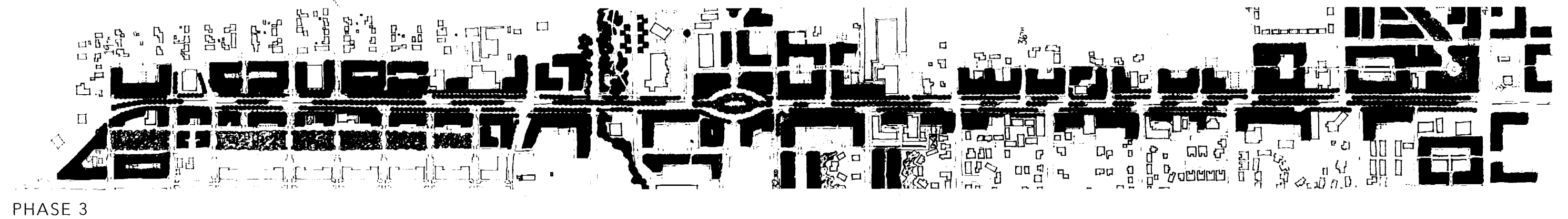
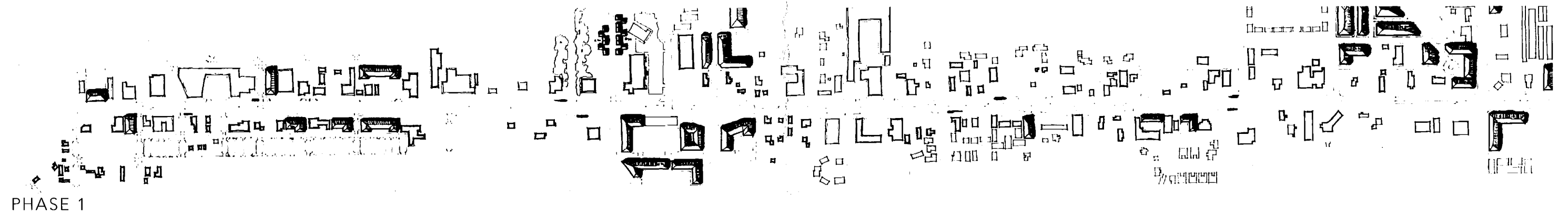


PHASE 2

# Design: West



# Design: West Section



# Design: Center Section

AN ENVIRONMENTAL AND ECONOMIC FORECAST  
EAST MAIN STREET, SPRINGFIELD, OREGON: CENTRAL SECTION

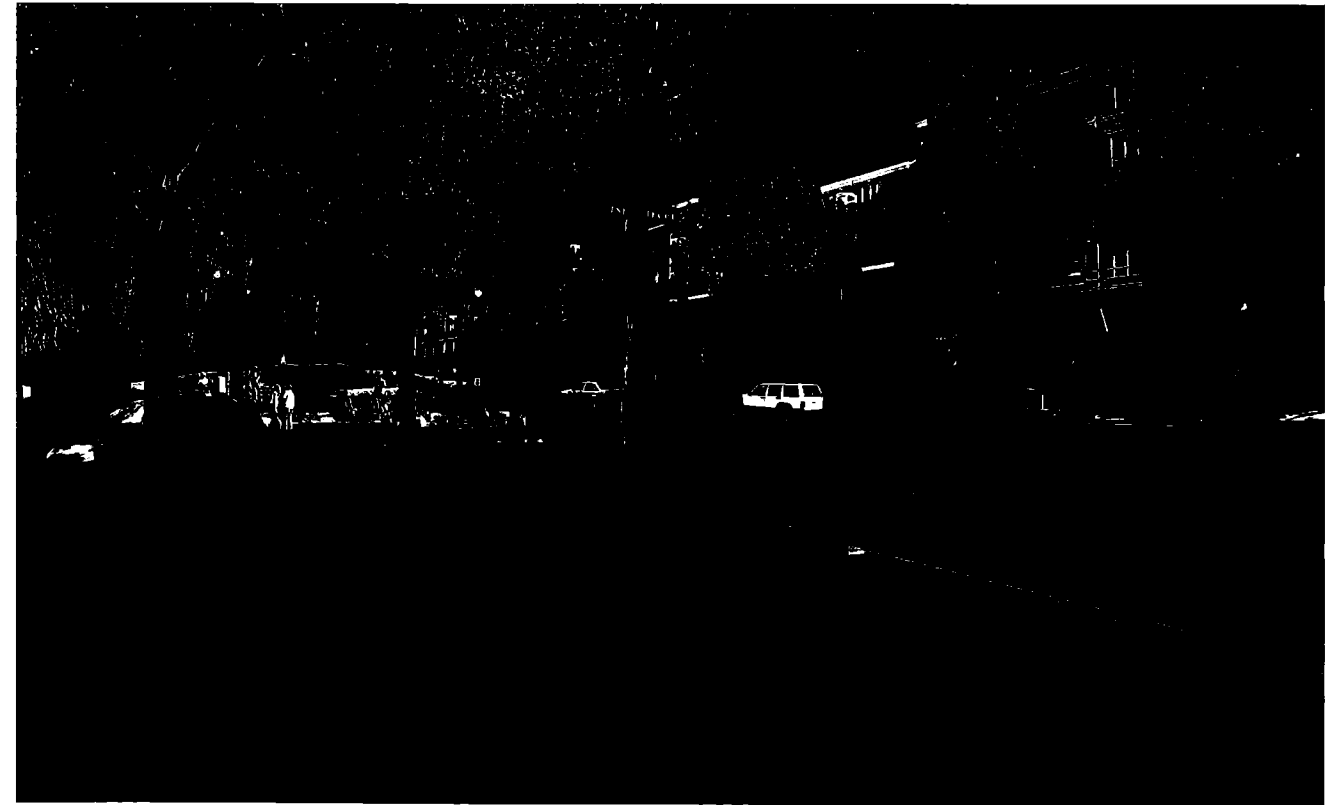
	PHASE 1	PHASE 2	PHASE 3	TOTAL
Dwelling Units	1,000	6,020	NA	7,020
VMT Reduction (miles/yr)	12,000,000	72,240,000	NA	84,240,000
CO2 Reduction (lbs CO2/yr)	13,200,000	79,464,000	NA	92,664,000
Farmland Preservation (acres)	77	463	NA	540
Per HH Savings (\$/yr)	3,240	3,240	NA	6,480
Accidents per year	182	1,098	NA	1,280
Tax Revenue (\$/yr)	2,000,000	12,040,000	NA	14,040,000
ROW Cost (\$)	418,230	6,331,770	NA	6,750,000
Blvd Cost (\$)	3,000,000	15,000,000	NA	18,000,000
Total Cost (\$)		21,331,770	NA	21,331,770
Blvd Length (miles)	0.30	1.50	NA	2
Bldgs Removed	0	13	NA	13



PHASE 2

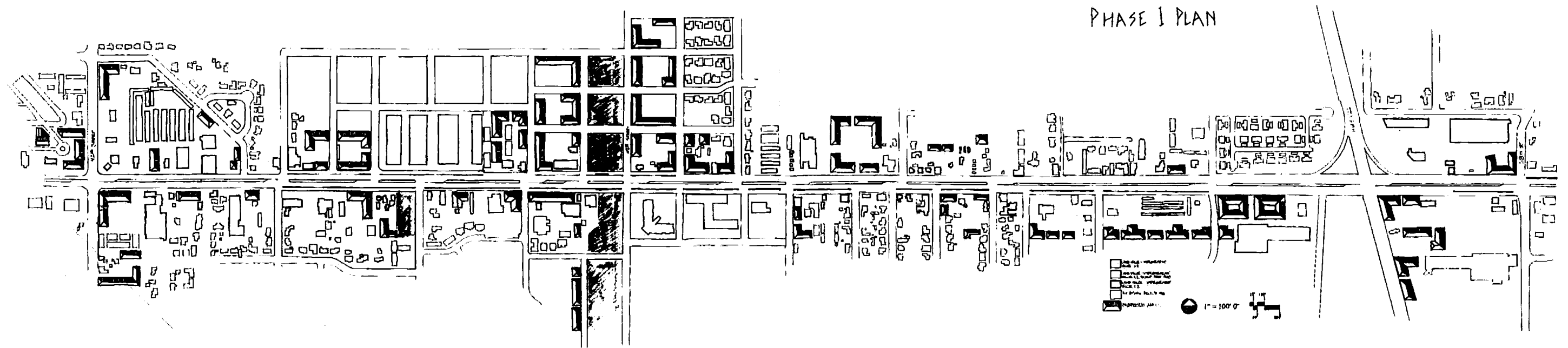


PHASE 1

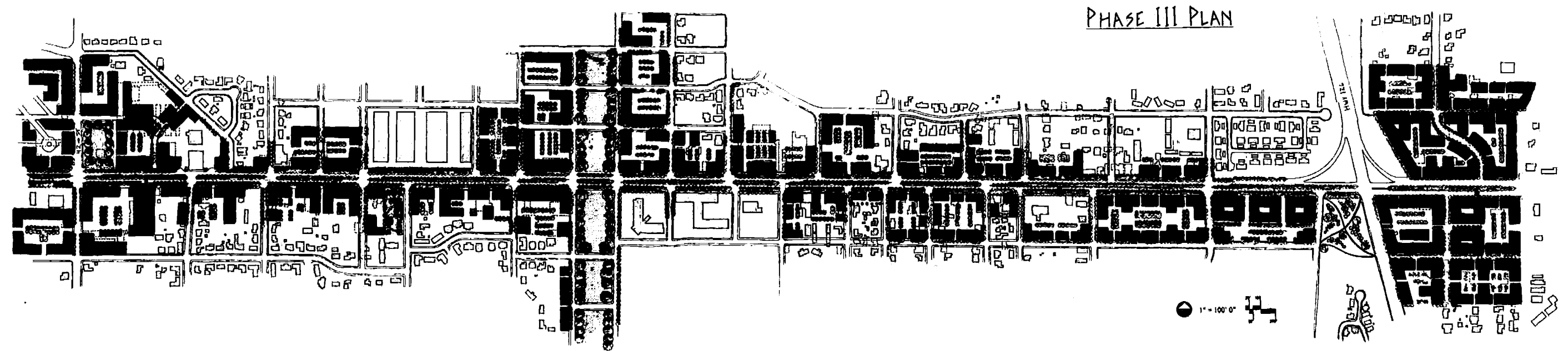


PHASE 3

# Design: Center Section



PHASE 1



PHASE 2

# Design: East Section

AN ENVIRONMENTAL AND ECONOMIC FORECAST  
EAST MAIN STREET, SPRINGFIELD, OREGON: EAST SECTION

	PHASE 1	PHASE 2	PHASE 3	TOTAL
Dwelling Units	675	719	993	2,387
VMT Reduction (miles/yr)	8,100,000	8,628,000	11,916,000	28,644,000
CO2 Reduction (lbs CO2/yr)	8,910,000	9,490,800	13,107,600	31,508,400
Farmland Preservation (acres)	52	55	76	184
Per HH Savings (\$/yr)	3,240	3,240	3,240	9,720
Accidents per year	123	131	181	435
Tax Revenue (\$/yr)	1,350,000	1,438,000	1,986,000	4,774,000
ROW Cost (\$)	13,824,000	0	0	13,824,000
Bld Cost (\$)	22,000,000	0	0	22,000,000
Total Cost (\$)		0	0	0
Bld Length (miles)	2.20	0.00	0.00	2
Bldgs Removed	4	1	0.00	5



PHASE 1

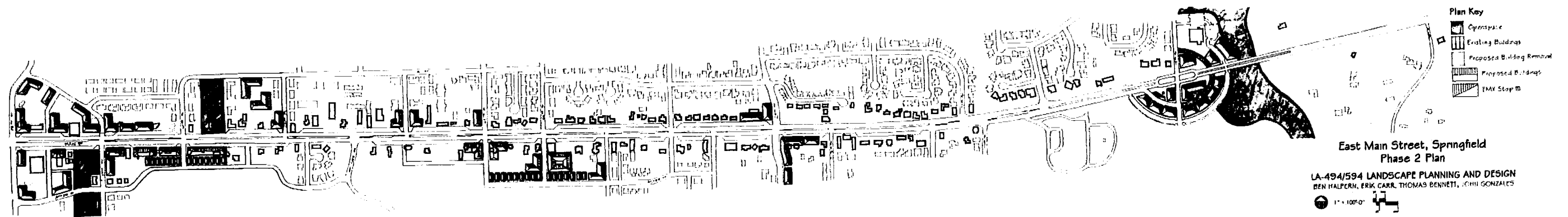


PHASE 2

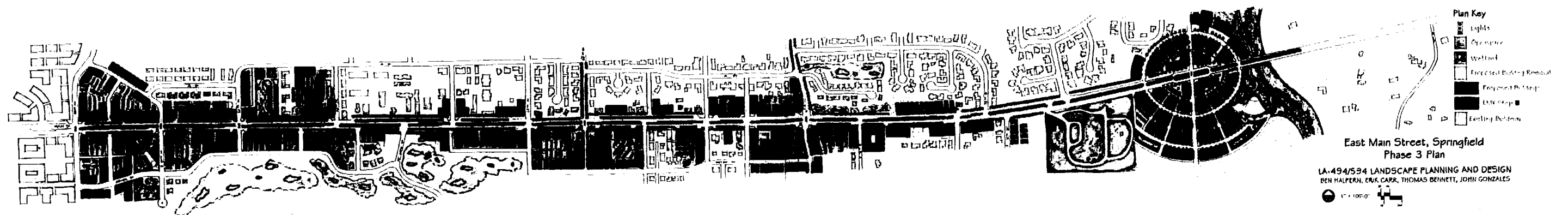
# Design: East Section



PHASE 1



PHASE 2



PHASE 3

# Acknowledgements

University of Oregon Landscape Architecture Planning  
Studio Instructors: Fall 2008  
Mark L. Gillem, PhD, AIA, AICP  
Assistant Professor  
Departments of Architecture and Landscape  
Architecture

Rob Ribe, PhD  
Professor  
Department of Landscape Architecture

Allen Lowe  
Adjunct Professor

Lanbin Ren  
PhD Student  
Department of Landscape Architecture

## Undergraduate Students

Bryan Belcher  
Rebecca Bland  
Kelly Brenner  
Chuncey Freeman  
John Gonzales  
Ben Halpern  
Ryan Heidt  
Sam Jones  
Genevieve Middleton  
Suzanne Munsell  
Nathan Otani  
Erin Ponte  
Sam Sabin  
Laura Zanetto

## Graduate Students

Stephanie Bailey  
Thomas Bennett  
Erik Carr  
Barry Gordon  
Barbara Knapp  
Sandra Koike  
Edward Love  
Justin Simms  
Liz Weigand

Lane County Farm Bureau  
Mr. George Grier

Oregon Transportation Research and Education  
Consortium



**PAULY Linda**

---

**From:** REESOR David  
**Sent:** Tuesday, February 24, 2009 8:45 AM  
**To:** PAULY Linda; METZGER Mark  
**Subject:** FW: Urban Growth Boundary Inquiry

FYI-

-----Original Message-----

**From:** fsdwxman@sio.midco.net [mailto:fsdwxman@sio.midco.net]  
**Sent:** Monday, February 23, 2009 3:43 PM  
**To:** REESOR David  
**Cc:** fsdwxman@sio.midco.net  
**Subject:** Urban Growth Boundary Inquiry

David

I read with interest the Register Guard article of January 26, 2009 concerning future changes to the Eugene-Springfield urban growth boundary. I live in South Dakota, but co-own approximately 30 acres of zoned agricultural land in the Gateway area, just north of Belt Line Road, and just west of Interstate 5, but outside the current Eugene urban growth boundary.

In your Planning for Springfield's Next 20 Years article, HB3337 is defined which makes Interstate I-5 the dividing line with Springfield jurisdictional area east of I-5 and Eugene west of I-5. The article goes on to define two ultimate questions under HB 3337 each city must ask, a) whether the acknowledged UGB on it's side of I-5 is adequate, and b) if not, what specific land to add in order to accommodate the growth. This brings me to my question.

The family is very interested in moving forward with the process of including our parcel in urban growth expansion opportunities in the Gateway area, but the City of Eugene seems to have no interest at all.

It's apparent in the January 26th Guard article that Springfield is much more progressive in urban growth planning compared to Eugene. With this baseline understanding, is it possible that Springfield will consider UGB expansion west of I-5 in the Gateway area, especially in the potential high growth area just north of Belt Line Road? If so, we would be thrilled to become part of Springfield's urban growth area leading to zoning change opportunities for our land.

Thanks in advance for your response,  
Greg Harmon - [fsdwxman@sio.midco.net](mailto:fsdwxman@sio.midco.net)  
605-371-2634

Date Received: 2-24-09  
Planner: LP

**PAULY Linda**

---

**From:** Randy Hledik [Randyh@wildish.com]  
**Sent:** Friday, April 24, 2009 1:31 PM  
**To:** PAULY Linda; METZGER Michael  
**Subject:** CIBL / UGB expansion  
**Attachments:** 20090424095615208.pdf

Linda / Mark -

Attached is a map of the property requested for consideration for inclusion within any growth boundary expansion the city may propose. (Note: Tax Lot 1401 should not have been included in my earlier message.)

While we realize that a portion of this property is within a floodway, the rest of it is a real mix of land that is both within and outside of the 100 year floodplain. It is also a mix of soil types ranging from Class II to Class VII.

With the construction of the Bob Straub Parkway, this property seems to be a logical addition to the UGB. Along with the construction of the Parkway, a new access road to the property from Jasper Road was built - this access is in addition to the access that already exists via Mahogany Lane.

Since the property is situated between CIBL Areas 6 and 7, we ask that you consider it for residential (or commercial or industrial) urban use.

Thanks

Randy

---

**From:** Randy Hledik  
**Sent:** Tuesday, April 21, 2009 2:19 PM  
**To:** 'lpauy@ci.springfield.or.us'; 'mmetzger@ci.springfield.or.us'  
**Subject:** Urban Growth Boundary

Linda / Mark -

Greg Mott told me that I should contact you regarding the stakeholders groups that are meeting in regard to the residential, commercial and industrial lands studies, and how the results of those studies might affect the urban growth boundary.

If expansion of the UGB is currently being considered, we would like property owned by Wildish Land Co. near the new Bob Straub Parkway included in the discussion.

Specifically: Tax Lots 400, 900, 1000, 1401 & 1404 Map 18-02-09; Tax Lots 502 & 503 Map 18-02-10; Tax Lot 101 Map 18-02-16.

Please let me know the status of this work, and how we can be included on mailings and involved in the process ....

Thank you,

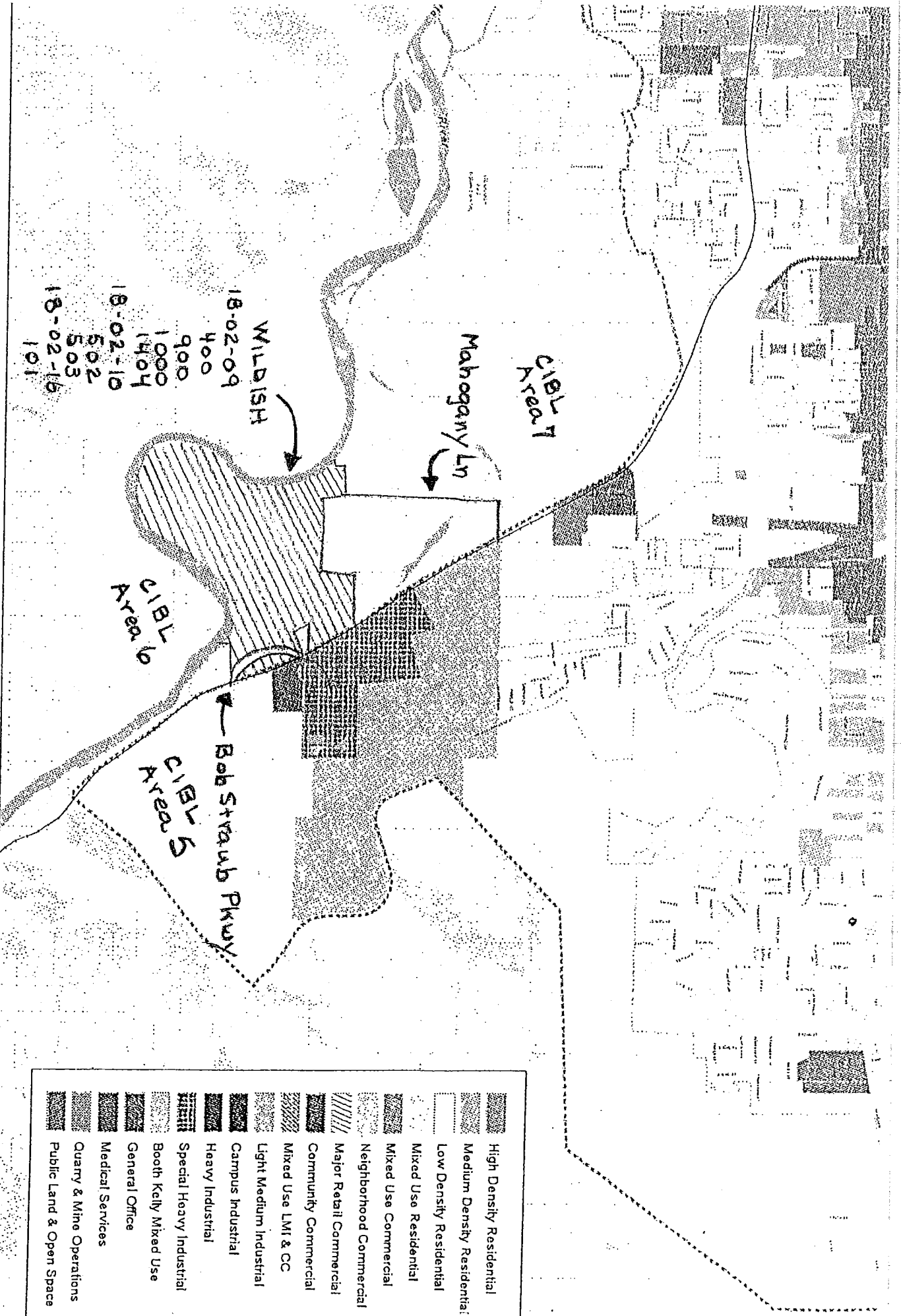
Randy

Randall S. Hledik

**Date Received:** 5-11-09  
**Planner:** LP

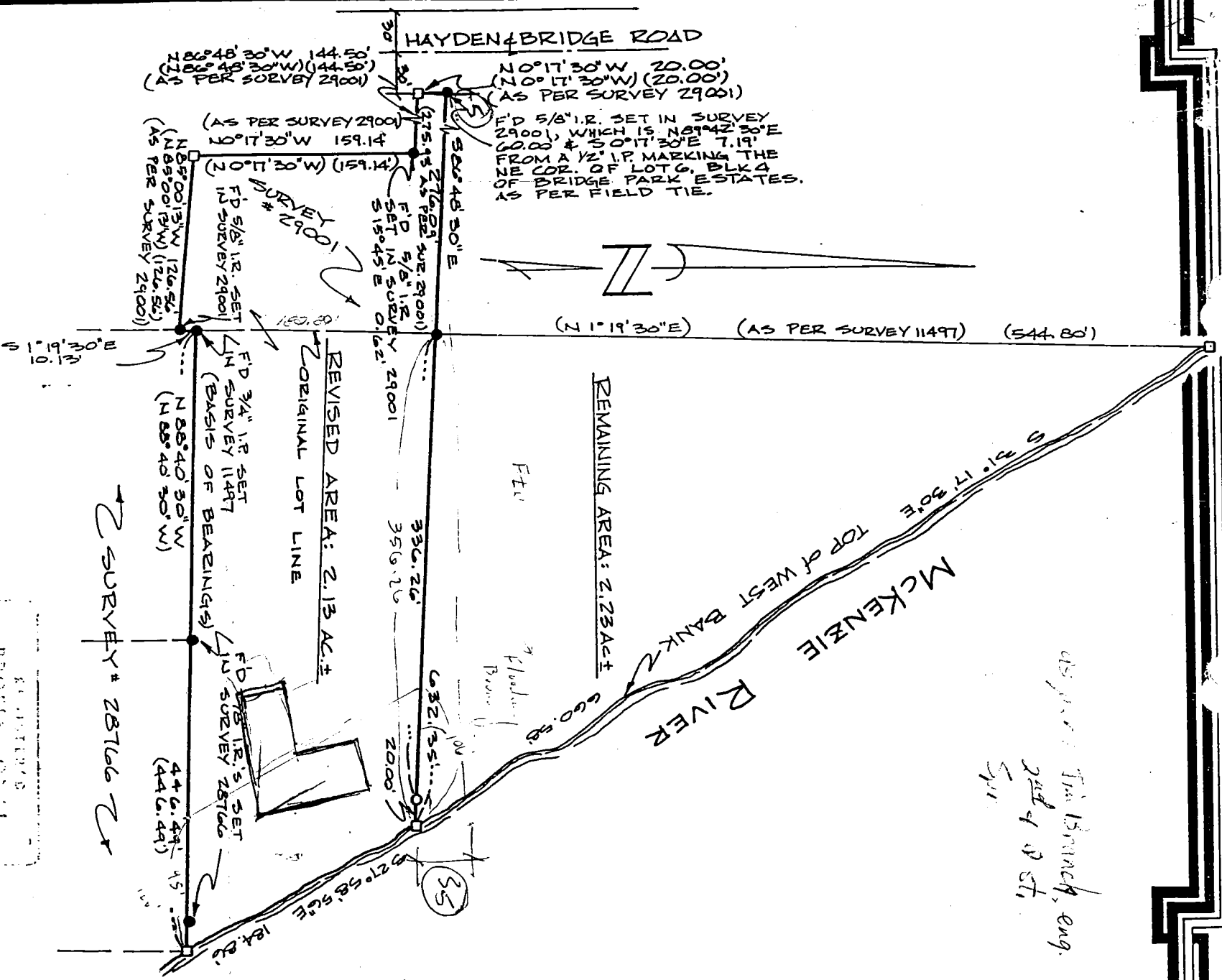
Director, General Services  
Wildish companies  
PO Box 7428 / 3600 Wildish Lane  
Eugene, OR 97401 / 97408  
Tel: (541) 683-7712  
Fax: (541) 683-7722

Date Received: 5-11-09  
Planner: LP



Date Received: 5-11-09  
 Planner: LP

AS PER THE 15th MARCH, 1990  
 2nd of ST.  
 5th



**BOUNDARY LINE ADJUSTMENT**  
 for  
**TERRY HENDERSON**  
 SE 1/4 SEC. 19, T17S, R3W, W.M.,  
 STRINGFIELD, LAINE COUNTY, OREGON

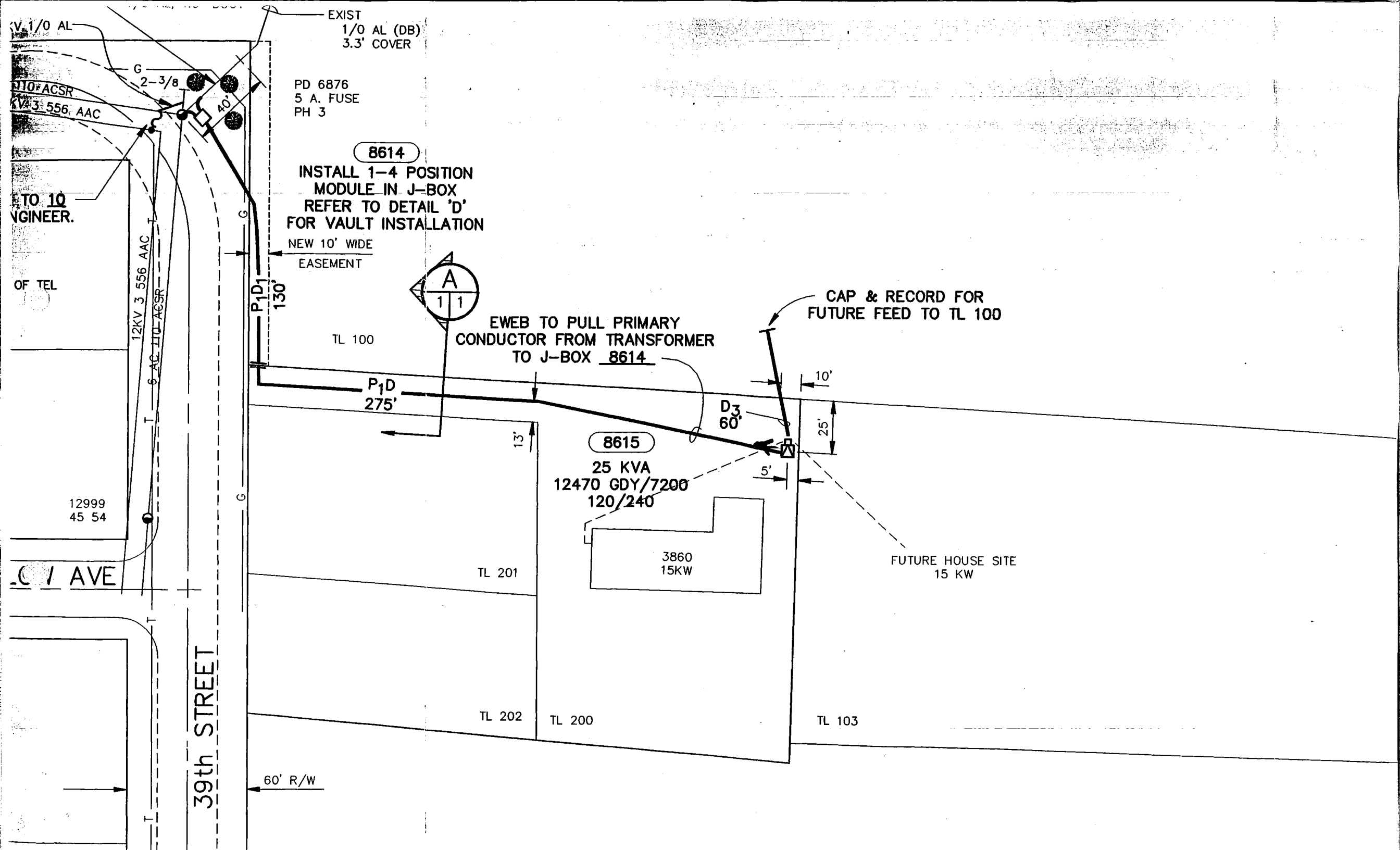
- = FOUND MONUMENT
- = SET 5/8" x 30" IRON ROD WITH PLASTIC
- = CAP MARKED "P.L.S. C.S.S."
- = RECORDED DATA, NOT SET

**NARRATIVE:** THE PURPOSE OF THIS SURVEY WAS TO EXTEND THE EAST BOUNDARY OF SURVEY 29001 TO THE RIVER MONUMENTS FROM SURVEY 29001 & 28766 WERE USED TO PROVIDE CONTINUED SURVEY NORTH LINE IS AN EASTERLY EXTENSION OF THE NORTH LINE OF SURVEY 29001.

REGISTERED  
 PROFESSIONAL  
 LAND SURVEYOR  
 LARRY OLSON  
 1000  
 1000  
 1000

**OLSON & THOMPSON, INC.**  
 CONSULTING ENGINEERS & SURVEYORS  
 207 Q STREET  
 SPRINGFIELD, OREGON 97477  
 TELEPHONE: 503/726-5104

SCALE: 1" = 100'  
 DATE: JAN. 10, 1990  
 DRAWN: LARRY OLSON  
 JOB NO: 1009



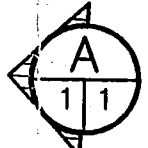
EXIST  
1/0 AL (DB)  
3.3' COVER

PD 6876  
5 A. FUSE  
PH 3

8614

INSTALL 1-4 POSITION  
MODULE IN J-BOX  
REFER TO DETAIL 'D'  
FOR VAULT INSTALLATION

NEW 10' WIDE  
EASEMENT



EWEB TO PULL PRIMARY  
CONDUCTOR FROM TRANSFORMER  
TO J-BOX 8614

CAP & RECORD FOR  
FUTURE FEED TO TL 100

8615

25 KVA  
12470 GDY/7200  
120/240

3860  
15KW

FUTURE HOUSE SITE  
15 KW

39th STREET

60' R/W

1/0 AL

110 ACSR  
3.556 AAC

TO 10  
ENGINEER.

OF TEL

12999  
45 54

C AVE

TL 100

TL 201

TL 202

TL 200

TL 103

12KV 3.556 AAC

6 AC 110 ACSR

G

G

G

T

T

T

T

T

T

P1D1  
130'

P1D  
275'

D3  
60'

10'

25'

5'

13'

THORP  
PURDY  
JEWETT  
URNES &  
WILKINSON, P.C.  
ATTORNEYS AT LAW

Dwight G. Purdy

*GREG MOTT  
LINDA FAULY  
FOR THE RECORD.  
THIS IS A FORMAL PROPOSAL  
BY SPS.*

1011 Harlow Road, Suite 300  
Springfield, Oregon 97477  
(541) 747-3354  
Fax: (541) 747-3367  
dpurdy@thorp-purdy.com

February 27, 2009

Bill Grile  
Development Services Director  
255 5<sup>th</sup> Street  
Springfield, OR 97477

VIA Email: [bgrile@ci.springfield.or.us](mailto:bgrile@ci.springfield.or.us) AND  
REGULAR U.S. MAIL.

RE: Springfield Public Schools

Dear Bill:

This letter will confirm our conversation of February 26, 2009.

The Springfield Public Schools have declared their property west of Rainbow Drive and south of Island Street as surplus property. It is Tax Lot 1400 on Map 17-03-34-21 and consists of 13.54 acres. It is currently zoned Public Land and is designated Low Density Residential in the Metro Plan. We discussed that it might be possible to have the property zoned as Medium Density Residential (MDR) legislatively. If that is possible and appropriate, we would appreciate the City's assistance in having this property re-zoned MDR.

On behalf of the school board, thank you for your help.

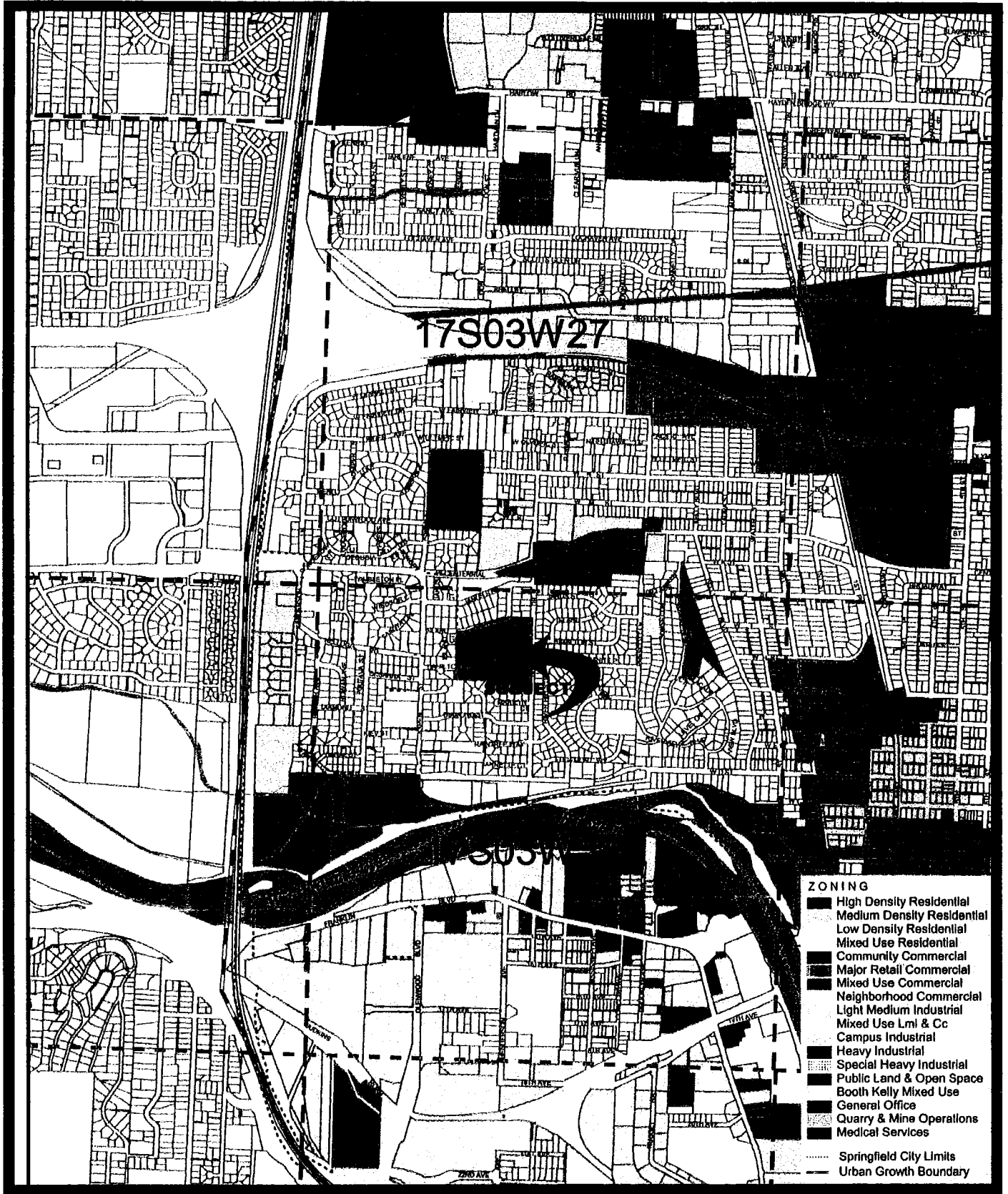
Sincerely yours,

THORP, PURDY, JEWETT  
URNES & WILKINSON, P.C.

  
Dwight G. Purdy

DGP/kdh  
Enclosures  
cc: Nancy Golden, Superintendent  
Jeff DeFranco  
(doc. # 182600)

Date Received: 3-2-09  
Planner: LP

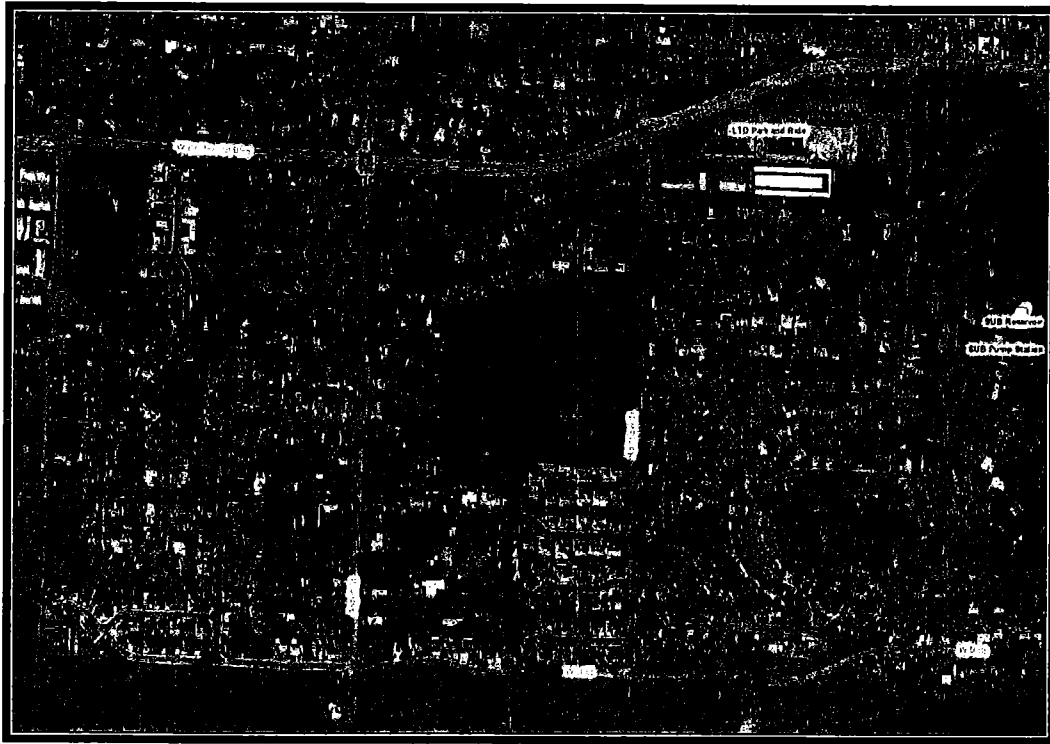


- ZONING**
- High Density Residential
  - Medium Density Residential
  - Low Density Residential
  - Mixed Use Residential
  - Community Commercial
  - Major Retail Commercial
  - Mixed Use Commercial
  - Neighborhood Commercial
  - Light Medium Industrial
  - Mixed Use Lmi & Cc
  - Campus Industrial
  - Heavy Industrial
  - Special Heavy Industrial
  - Public Land & Open Space
  - Booth Kelly Mixed Use
  - General Office
  - Quarry & Mine Operations
  - Medical Services
  - ..... Springfield City Limits
  - - - - Urban Growth Boundary

**Neighborhood Map**



*AERIAL PHOTOGRAPHS*  
*2004 Lane County Aerial Photos*

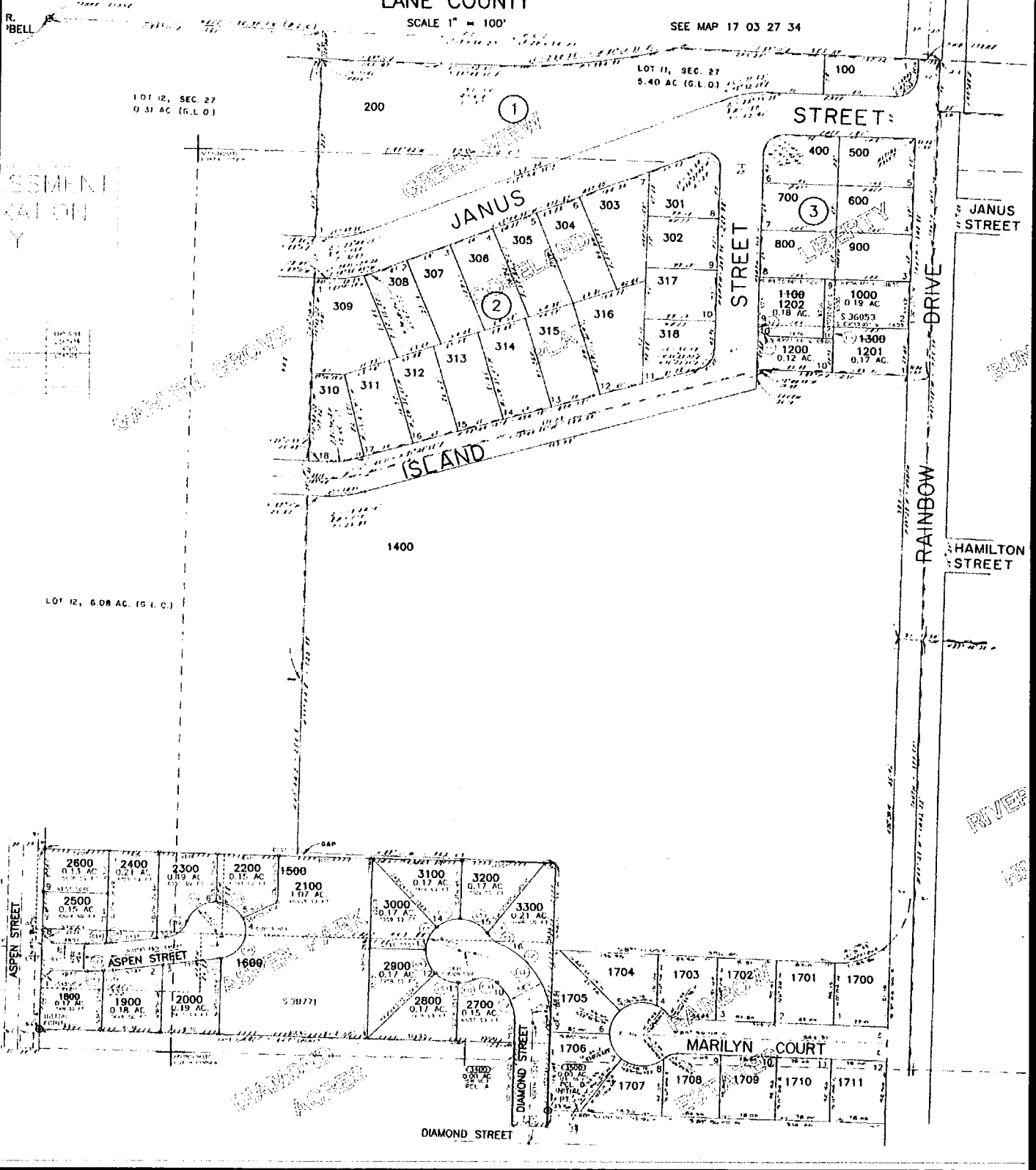


*The approximate location of the subject is highlighted in red.*

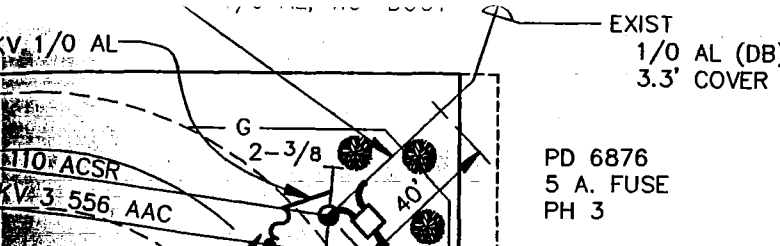
N.E.1/4 N.W.1/4 SEC.34, T.17S. R.3 W.W.M.  
LANE COUNTY

SCALE 1" = 100'

SEE MAP 17 03 27 34

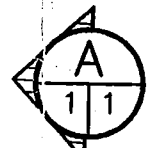


**Plat Map**



**8614**  
INSTALL 1-4 POSITION  
MODULE IN J-BOX  
REFER TO DETAIL 'D'  
FOR VAULT INSTALLATION

NEW 10' WIDE  
EASEMENT



EWEB TO PULL PRIMARY  
CONDUCTOR FROM TRANSFORMER  
TO J-BOX **8614**

CAP & RECORD FOR  
FUTURE FEED TO TL 100

TO 10  
ENGINEER.

OF TEL

AVE

39th STREET

TL 100

P<sub>1</sub>D  
275'

D<sub>3</sub>  
60'

**8615**

25 KVA  
12470 GDY/7200  
120/240

3860  
15KW

FUTURE HOUSE SITE  
15 KW

TL 201

TL 202

TL 200

TL 103

60' R/W

12999  
45 54

TO 10  
ENGINEER.

OLD FLOOR PLAN



rooms for

has property are NOT

this map - lot has been divided

SW 1/4

46

460

4674

4675

466

469

Mark Metzger- Urban Planner  
The City of Springfield  
225 Fifth Street  
Springfield, OR 97477

April 7, 2009

Re: Urban Growth Boundary Modification Planning

Dear Mr. Metzger;

Thank you for spending time talking with me at the recent public hearing on the Springfield Urban Growth issues. It was nice to meet you.

I introduced you to the land issue that my wife and I have here on Hayden Bridge Road. To be short, we have a lot that is 1.5 +/- acres that is zoned for farming. It is sided on two sides by the UGB and it is inside the City of Springfield metro boundary. It has not been farmed since we have owned it and that is about 20 years. It no longer has a farm tax deferral on it and is a field that we mow about 4 times a year.. It is basically a big back yard for our house.

The property was originally zoned for farming because part of it was below the flood zone level that is acceptable for building. That is no longer the case as this lot has received substantial elevation modification through permitted fill via Lane County permits. These permits are public record and are reviewable at Lane County. We have placed about 2,000 yards of fill on this property to bring it up to a substantially higher elevation which we believe makes it a potentially very usable residential property. The soil has been smoothed and is ready to be built upon. Also, we had utilities stubbed to this property when we built our home at 3840 Hayden Bridge Road some 16 years ago. Because the property is so small, it is likely that it will never be used as farm land ever again as the economies of scale make it non profitable to work raising crops or animals. I believe that the highest and best use of this land would be as residential property.

We are asking that this property be placed inside the Urban Growth Boundary of the City of Springfield as soon as possible. I have included maps of the lot for your convenience. Please feel free to review the property at any time during daylight hours, and I would be more than happy to answer any questions. My phone number is 747-3012.

Thank you for considering this.

Sincerely,

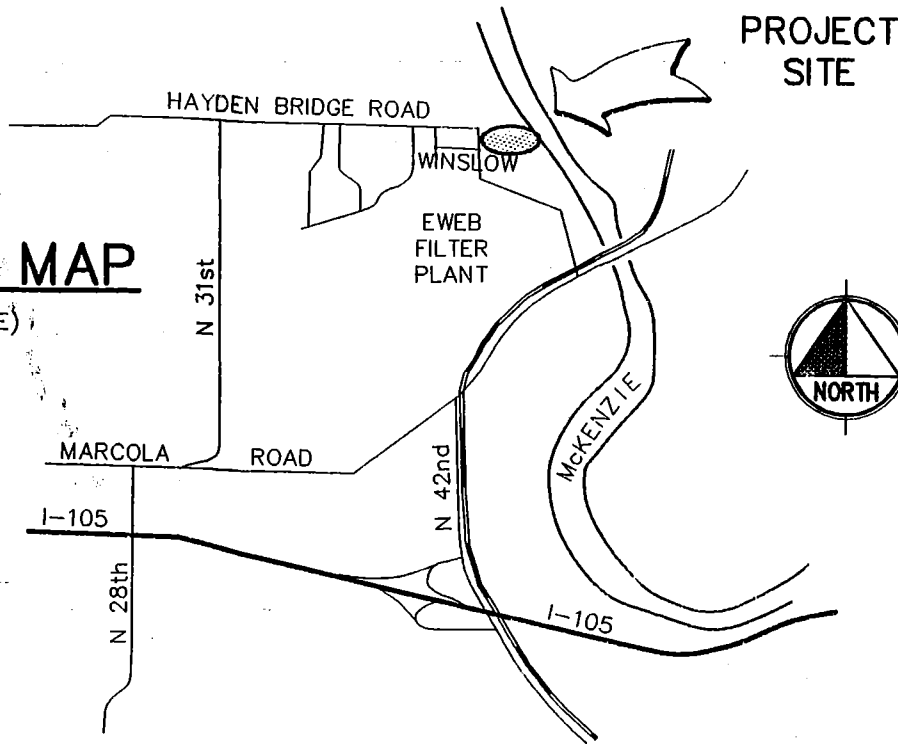


Ralph Wheeler  
3840 Hayden Bridge Road  
Springfield, OR 97477

Date Received: 4-9-09  
Planner: LP

# VICINITY MAP

(NO SCALE)



PROJECT SITE



CALL 1-800-332-2344  
PRIOR TO ANY EXCAVATION.

PROJ NO. 5  
JOB NO. 7402  
JOB NO. \_\_\_\_\_  
JOB NO. \_\_\_\_\_

WORK ORDER NO. \_\_\_\_\_  
DATE \_\_\_\_\_

TEL - JOINT USE NI  
TV - JOINT USE NI  
SL - JOINT USE NI

MAP NO. 31S & 31T

ELECT - JOINT USE INT  
WATERLINE - JOINT USE NI  
WATER SERVICES - JOINT USE NI

*PRELIMINARY 10/25/93*

NOTE: CAD GENERATED - DO NOT CHANGE MANUALLY. (SANDY BASE E WHEELER)

ELECTRIC DISTRIBUTION  
WHEELER U.G. PRIMARY EXT'N.  
3860 HAYDEN BRIDGE ROAD

EUGENE WATER & ELECTRIC BOARD - EUGENE, OREGON

SCALE: 1" = 50'

REV DATE	BY	CHK	APP

DWG NO  
**D-13993-262**

REV

NE 1/4 Sec. 19 T. 17 S. R. 2 W.M.  
LANE COUNTY

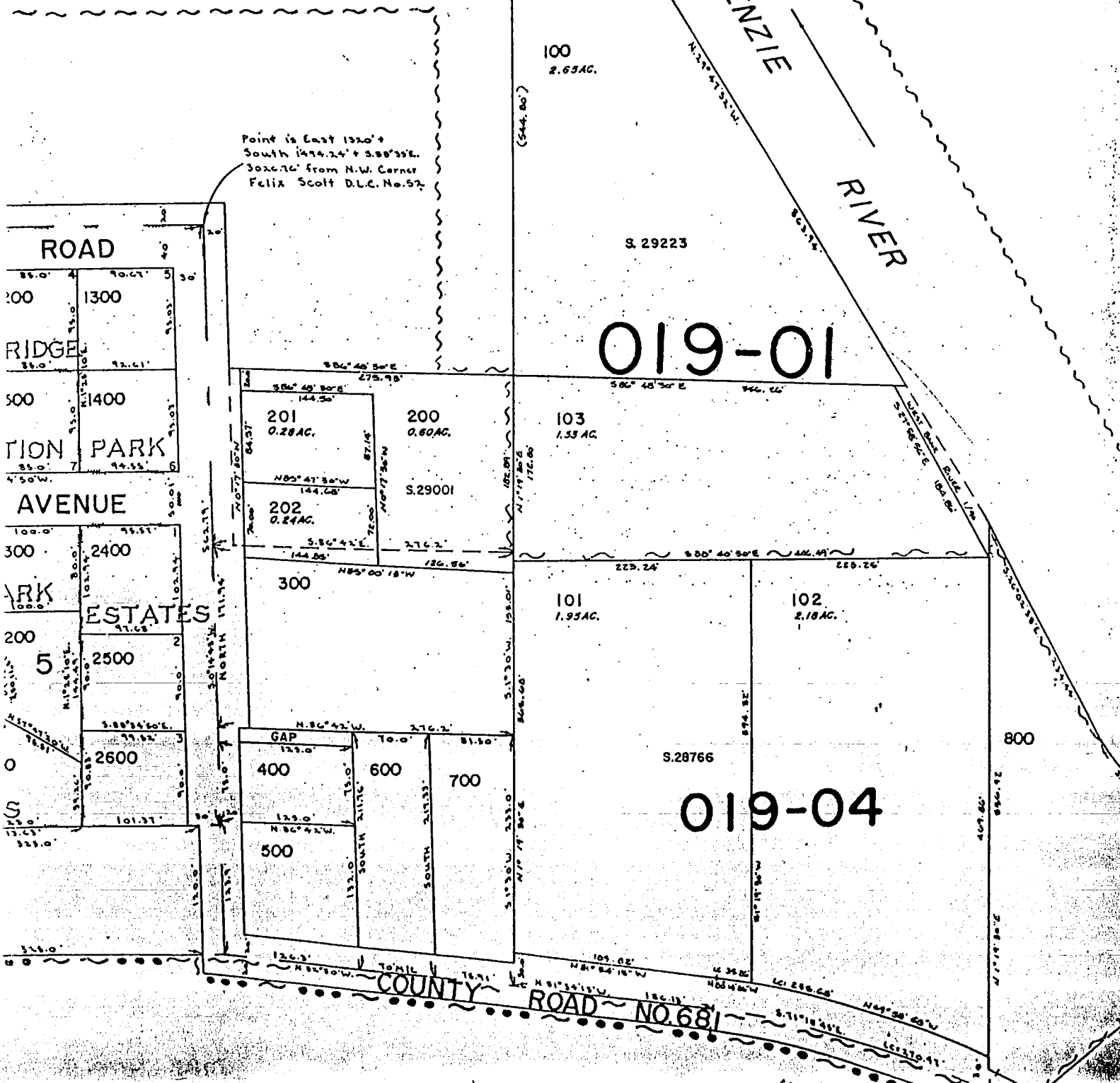
1" = 100'

SEE MAP 17 02 19

FOR ASSESSMENT  
AND TAXATION  
USE ONLY



COMPLIMENTS OF  
OREGON TITLE INS. CO.  
This map is not a survey and  
we assume no liability for  
inaccuracies



Point is East 1320.4  
South 1494.24 + 3.88'35'E.  
3026.76' from N.W. Corner  
Felix Scott D.L.C. No. 52

019-01

019-04

COUNTY ROAD NO. 681



# OLD FLOODPLAIN MAP



Dimensions for  
 these property are NOT accurate  
 on this map - lot has been elevated with  
 fill dirt



**PAULY Linda**

---

**From:** Randy Hledik [Randyh@wildish.com]  
**Sent:** Tuesday, April 21, 2009 2:19 PM  
**To:** PAULY Linda; METZGER Michael  
**Subject:** Urban Growth Boundary

Linda / Mark –

Greg Mott told me that I should contact you regarding the stakeholders groups that are meeting in regard to the residential, commercial and industrial lands studies, and how the results of those studies might affect the urban growth boundary.

If expansion of the UGB is currently being considered, we would like property owned by Wildish Land Co. near the new Bob Straub Parkway included in the discussion.

Specifically: Tax Lots 400, 900, 1000, 1401 & 1404 Map 18-02-09; Tax Lots 502 & 503 Map 18-02-10; Tax Lot 101 Map 18-02-16.

Please let me know the status of this work, and how we can be included on mailings and involved in the process ....

Thank you,

Randy

Randall S. Hledik  
Director, General Services  
Wildish companies  
PO Box 7428 / 3600 Wildish Lane  
Eugene, OR 97401 / 97408  
Tel: (541) 683-7712  
Fax: (541) 683-7722

Date Received: 4-21-09  
Planner: LP

MICHAEL FARTHING  
 PO Box 10126  
 EUGENE, OR 97440

MAY 14, 2009

When needed, where would you like to see Springfield grow?

Opportunity Areas shown on attached Map	I would expand here (X)	Comments
Area 1: North Gateway		
Area 2: Hayden Bridge		
Area 3: North Springfield		
Area 4: East Springfield		
Area 5: Wallace Creek Rd.		
Area 6: West Jasper/Jasper Bridge		
Area 7: Clearwater		
Area 8: South of Millrace		
Area 9/10: Seavey Loop and Goshen		

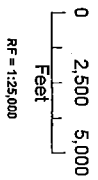
Area 11: east of Weyco Rd (Map 18-02-02, TL 400 and 18-02-01, TL 100) Webb Ownership

X Very suitable for residential development w/ large areas of moderate/low slope. Poor soils w/ access to Bob Straub Parkway (See Attached Map) single ownership

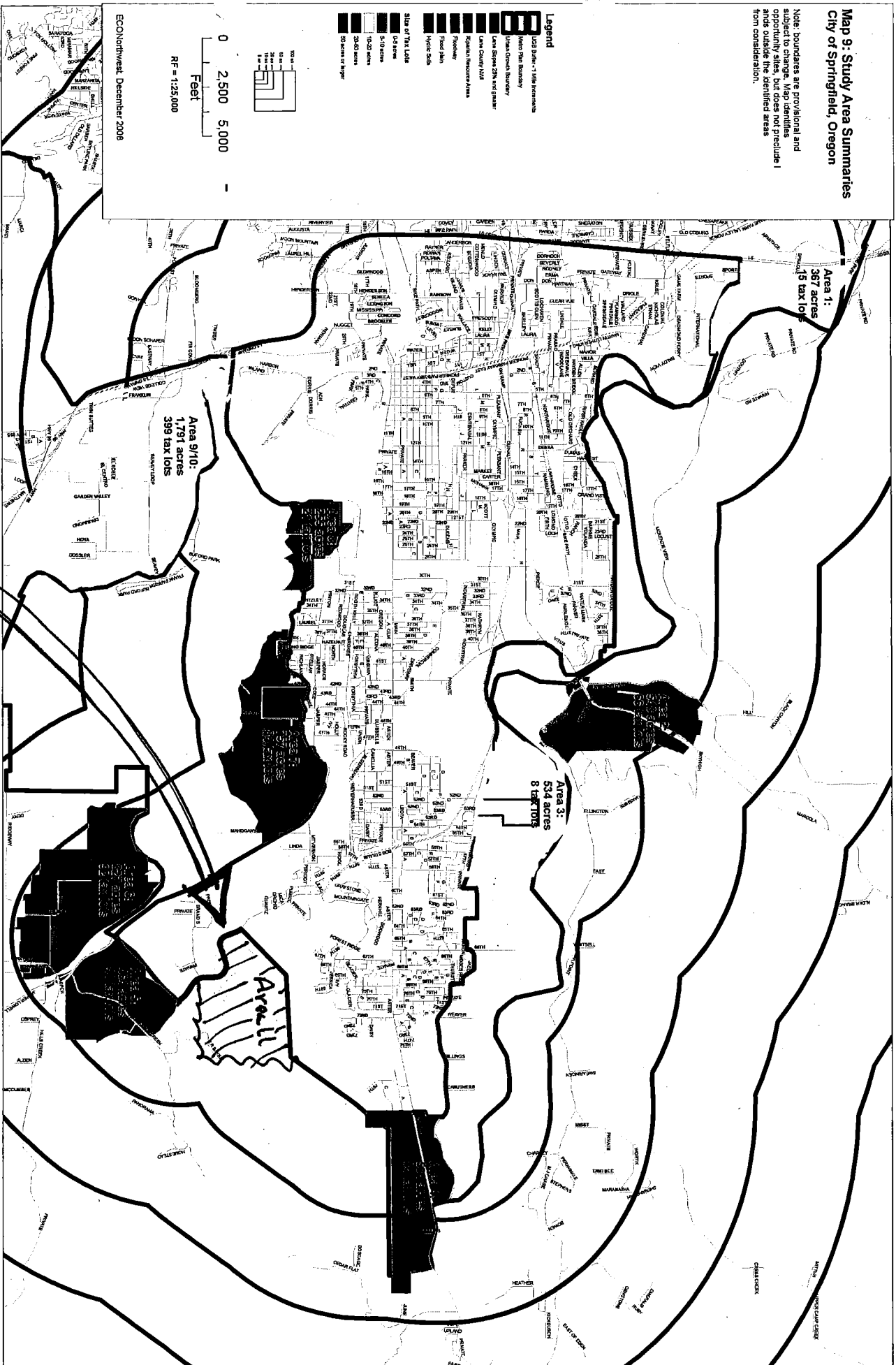
**Map 9: Study Area Summaries**  
**City of Springfield, Oregon**

Note: boundaries are provisional and subject to change. Map identifies opportunity sites, but does not preclude aids outside the identified areas from consideration.

- Legend**
- 200 Feet + 1/4 Mile increments
  - Major Park Boundary
  - Urban Growth Boundary
  - Urban Open Boundary
  - Urban Slope 25% and greater
  - Urban Slope 10%
  - Urban Slope 5%
  - Urban Slope 2%
  - Urban Slope 1%
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ECONorthwest, December 2008



AREA 11

















































































## When needed, where would you like to see Springfield grow?

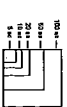
Opportunity Areas shown on attached Map	I would expand here (X)	Comments
Area 1: North Gateway		
Area 2: Hayden Bridge		
Area 3: North Springfield		
Area 4: East Springfield		
Area 5: Wallace Creek Rd.		
Area 6: West Jasper/Jasper Bridge		
Area 7: Clearwater	X	<p>THIS AREA SHOULD BE CONSIDERED AS IT "WRAPS" TOWARD THE CITY, KEEPING THE WGB RELATIVELY COMPACT. IT HAS FLOOD ISSUES, BUT A CONSIDERABLE AMOUNT OF "DRY" LAND. THE NEW BOB STRAUB PARKWAY CONNECTS IT TO EAST SPRINGFIELD. I WILL PROVIDE ADDITIONAL INFORMATION REGARDING CONSTRAINTS &amp; OPPORTUNITIES IN THE NEAR FUTURE.</p> <p style="text-align: right;">R.S. HLEDIK</p>
Area 8: South of Millrace	(see map)	
Area 9/10: Seavey Loop and Goshen		5.14.09

**Map 9: Study Area Summaries**  
**City of Springfield, Oregon**

Note: boundaries are provisional and subject to change. Map identifies opportunity sites, but does not preclude areas outside the identified areas from consideration.

**Legend**

-  1008 Block - 1/4th increments
-  Major Road Boundary
-  Urban Growth Boundary
-  Urban Open Boundary
-  Urban Open 20k and greater
-  Urban Open 10k
-  Urban Open 5k
-  Urban Open 2k
-  Urban Open 1k
-  Urban Open 500
-  Urban Open 250
-  Urban Open 125
-  Urban Open 62.5
-  Urban Open 31.25
-  Urban Open 15.625
-  Urban Open 7.8125
-  Urban Open 3.90625
-  Urban Open 1.953125
-  Urban Open 976.5625
-  Urban Open 488.28125
-  Urban Open 244.140625
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 RF = 1:25,000

ECONorthwest, December 2008



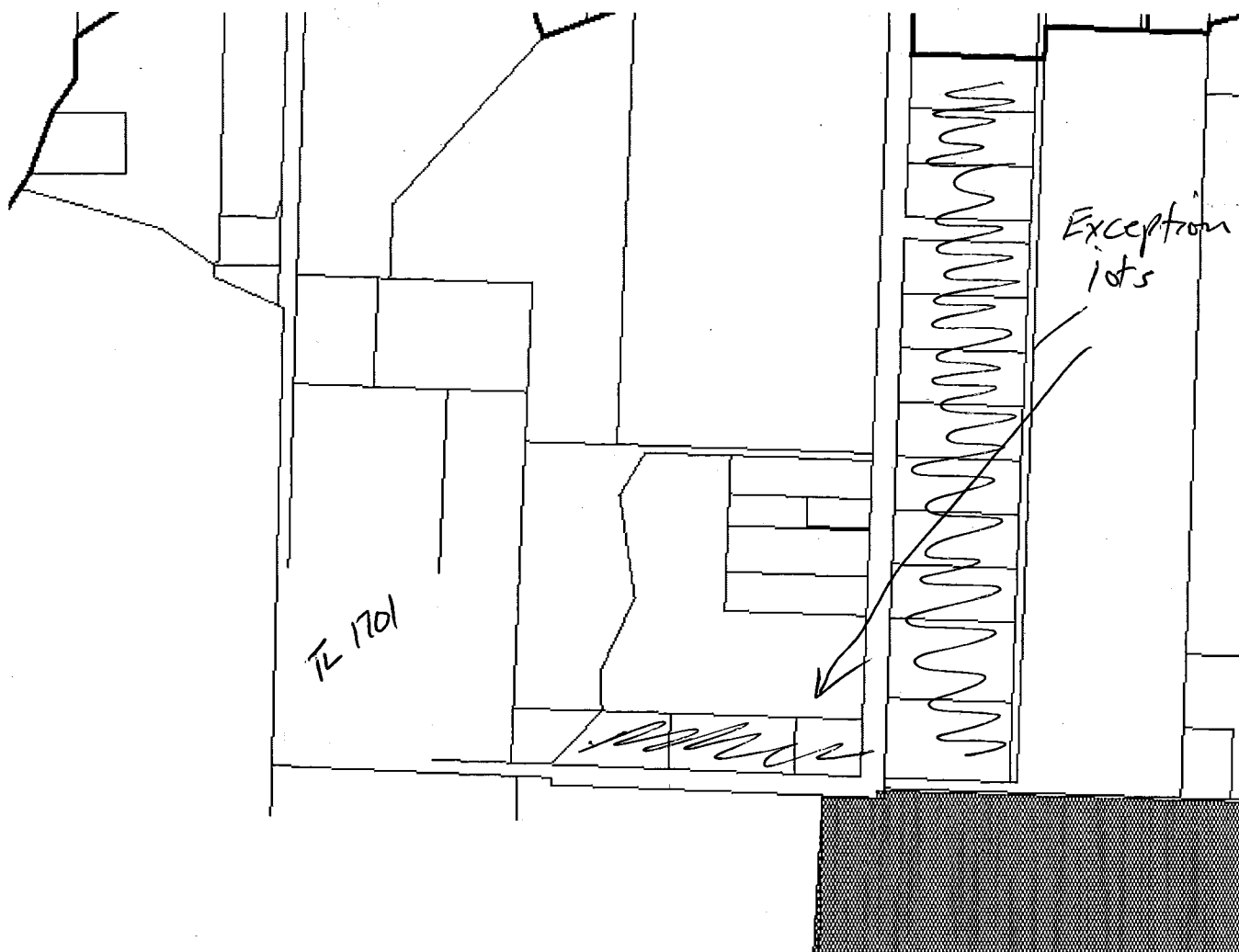
*CONSIDER INCLUDING THIS AREA*

When needed, where would you like to see Springfield grow?

Opportunity Areas shown on attached Map	I would expand here (X)	Comments
Area 1: North Gateway	X	EXCELLENT VISIBILITY - I-55, NEARBY COMMERCIAL, EMPLOYMENT, ACCESS @ SPORTS & SPACES.
Area 2: Hayden Bridge		URBAN RESERVE SITE (2030-2050) SEEMS LIKE NOT NECESSARY TO JUMP RIVER YET
Area 3: North Springfield		QUESTION: HOW ACCESS? I-155 & HIGH BANKS IS ODOT OWNERSHIP, BUT IF S24 & S21E CAN BE EXTENDED THEN MAYBE...
Area 4: East Springfield		GETTING TOO LINEAR.....
Area 5: Wallace Creek Rd.		MAYBE OK FOR URBAN RESERVE?
Area 6: West Jasper/Jasper Bridge		
Area 7: Clearwater	X	ACCESS, VISIBILITY, CENTRAL LOCATION. SANITARY TRUNK LINE IN JASPER RD. GREAT LOCATION FOR RESIDENTIAL
Area 8: South of Millrace		ISSUES? SUB WELLFIELD? ACCESS? SAND AND GRAVEL?
Area 9/10: Seavey Loop and Goshen		> U.R.? 2030-2050?

When needed, where would you like to see Springfield grow?

Opportunity Areas shown on attached Map	I would expand here (X)	Comments
Area 1: North Gateway	X	<i>Need to pay careful attention to transportation infrastructure, and not debiting growth potential at River Bend &amp; Gateway Campus industrial area</i>
Area 2: Hayden Bridge	X	<i>Potential to expand commercial development at Marshall Rd. / Camp Creek Rd.</i>
Area 3: North Springfield		
Area 4: East Springfield	X	<i>Logical expansion to Thurston.</i>
Area 5: Wallace Creek Rd.	X	
Area 6: West Jasper/Jasper Bridge		
Area 7: Clearwater	X	
Area 8: South of Millrace	X	
Area 9/10: Seavey Loop and Goshen		



Jennifer Gericke  
 family property  
 Clearwater area  
 18 02 05 TL 1701

Jennifer Gericke  
 P.O. Box 22221  
 Eng. 97402

Mark - can you please  
 check our maps to  
 see if their lot is  
 an exception area?

J.  
 Not in the exception area.



Property Owner - telephone  
communication

6-25-09 Sandra & Walter Johnson  
owns 371 acres North Gateway

- 1954 last flooding
- 10" in the slough
- has revetment
- not flooded in 1996
- has pictures of '52 & '54
- thinks new FEMA study is needed
- "too much acreage zoned EFU in Lane Co."
- alluvium has been lost since river no longer floods
- Cannery is gone
- Johnson Farms at peak 800 acres
- 500 acres farms need a cannery
- Wintergreen Farm - 100 ac.
- owns land connecting to Royal Caribbean.

**PAULY Linda**

---

**From:** Bill Monahan [Bill.Monahan@jordanschrader.com]  
**Sent:** Friday, September 04, 2009 3:30 PM  
**To:** PAULY Linda  
**Cc:** Will Selzer; Tim Ramis; Earle Wicklund  
**Subject:** UGB Study  
**Attachments:** 2009-023-001Wicklund Summary 9-4-09.pdf

Hi Linda,

This firm represents the Wicklund Family Trust, owners of property under consideration for inclusion in your UGB expansion. The property is shown in your recent UGB study area plans as riparian resource designation following a FEMA mapped floodway. We contracted with Raedeke Associates, Inc. to conduct an on-site investigation of the property to evaluate the presence of critical areas, particularly wetlands, streams, or riparian habitats. The investigation shows that only portions of the site directly adjacent to the McKenzie River exhibited positive indicators of hydrophytic vegetation, hydric soil, or wetland hydrology. The remainder of the site lacked at least one criteria necessary to be considered wetland.

I am submitting a copy of that report for your consideration as site specific information to be considered as you further evaluate sites. Please share this study with your consultant, ECO Northwest, or advise me of the appropriate person to whom I should send the document. If you require additional information, please let me know.

Thank you for your assistance.

Bill

<<2009-023-001Wicklund Summary 9-4-09.pdf>>

**BILL MONAHAN**

**Jordan Schrader Ramis PC | Attorneys at Law**

Oregon: (503) 598-7070

Washington: (360) 567-3900

Direct: (503) 598-5519

[www.jordanschrader.com](http://www.jordanschrader.com)

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**TAX ADVICE NOTICE:** IRS Circular 230 requires us to advise you that if this communication or any attachment contains any tax advice, the advice is not intended to be used, and cannot be used, for the purpose of (i) avoiding tax-related penalties or (ii) promoting, marketing, or recommending any transaction, plan, or arrangement. A taxpayer may rely on professional advice to avoid tax-related penalties only if the advice is reflected in a comprehensive tax opinion that conforms to stringent requirements. Please contact us if you have any questions about this requirement, or would like to discuss preparation of an opinion that conforms to these

9-8-09

IRS rules.



RAEDEKE ASSOCIATES, INC.  
5711 NE 63<sup>rd</sup> Street  
Seattle, Washington 98115  
(206) 525-8122 FAX (206) 526-2880

September 4, 2009

Mr. Tim Ramis  
Jordan Schrader Ramis PC  
Two Centerpointe Drive  
6<sup>th</sup> Floor  
Lake Oswego OR

RE: Summary of Wetland and Stream Reconnaissance  
Wicklund Farm Property, Springfield Oregon  
(RAI #: 2009-023-001)

At your request, Raedeke Associates, Inc. staff visited the Wicklund Farm property to investigate the area for the presence of critical areas, particularly wetlands, streams, or riparian habitats. The approximately 110 acre site is located east of Interstate 5, north of International Way, and south and west of the McKenzie River. Specifically the project is located in portions of Section 15, Township 17 South, Range 3 West, W.M. as depicted on drawings received from Mr. Tim Ramis in July 2009.

This letter is not intended to constitute a full critical area technical report, nor does it include a detailed discussion of potential project impacts to environmentally critical areas. Ultimately, the Oregon Department of State Lands may require a full wetland and stream assessment report in order to complete its review of any development application for the site.

#### **DEFINITIONS AND METHODOLOGIES**

Under Section 404 of the Clean Water Act, a wetland is defined as an area "inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions" (Federal Register 1986:41251).

We based our wetland investigation upon the guidelines of the U.S. Army Corps of Engineers (COE) Wetlands Delineation Manual (Environmental Laboratory 1987), as updated by the Regional Supplement to the Corps of Engineers Delineation Manual: Western Mountains, Valleys, and Coast Region (Environmental Laboratory 2008). The COE has federal regulatory jurisdiction of the dredging or filling of "Waters of the United States," including wetlands. As outlined in the federal methodology, the interaction of hydrophytic vegetation, hydric soil, and wetland hydrology must be present for an area to be classified as wetland.

Date Received: 9-8-09  
Planner: LP

and potential wetland areas. Colors of the soils were determined using the Munsell Soil Color Chart (Munsell Color 2000).

## RESULTS

### BACKGROUND INFORMATION

The soils of the project area were mapped at a scale of 1:24,000 by the NRCS (NRCS 2009). Mapped soils for the majority of property consist of the well-drained Newberg fine sandy loam soils series (Mapping Unit 95) and excessively well drained Camas gravelly sandy loam soil series (Mapping Unit 22). The poorly drained fluvents (Mapping Unit 48) is mapped along the perimeter of the project site. Newberg and Camas soil series are not hydric soils. Fluvents is not a soil series as such is not listed.

The USFWS NWI (2009), East Eugene, Oregon Quadrangle map, shows no wetland features on the Wicklund Farm property. The shoreline of the McKenzie River is mapped as a riverine lower perennial unconsolidated shore seasonally flooded (R2USC) wetland. Wetlands shown on the NWI are general in terms of location and extent, as they are determined primarily from aerial photographs. Thus, the number and areal extent of existing wetlands located within the study area may differ from those marked on an NWI map.

### PROPERTY DESCRIPTION

The Wicklund Farm property is located along a terrace of the McKenzie River. The McKenzie River defines the northeastern property line. The majority of the property is flat and lies approximately 15 feet higher in elevation than the river. Areas to the south of the project site are developed as commercial/industrial properties. The property west of the site is in agricultural production. The property is roughly triangular in shape, with single-family houses located near the center of the property, approximately 200 feet from the river. Vacant, wooded land occupies the eastern portion of the property. The central and western portions of the property are used to grow crops. An abandoned meander channel/slough of the McKenzie River forms the southern and western boundaries of the property.

We investigated the property and found no streams or watercourses on the Wicklund Farm property. Native trees line property lines along the perimeter of the property. Agricultural crops and common herbs are found through the central portions of the site. Soils observed throughout the site lack characteristics of hydric soils. We found no evidence of frequent or regular flooding or saturation of soil through most of the site.

Dense patches of Himalayan blackberry (*Rubus armeniacus*, FACU) were found throughout the abandoned meander channel/slough of the river along the south and west

Mr. Tim Ramis  
September 4, 2009  
Page 5

top of the berm is approximately 6 to 8 feet above the river level at the east end of the site and approximately 13 to 15 feet above the river level at the west end of the Wicklund Farm site.

## **SUMMARY**

Based on our August 25 and 26, 2009 field investigation, only portions of the site directly adjacent to the McKenzie River exhibited positive indicators of hydrophytic vegetation, hydric soil, or wetland hydrology. The remainder of the site lacked at least one criteria necessary to be considered wetland. The abandoned meander channel/slough of the river in the south and west portions of the site exhibits evidence of ponding in portions along the southern property boundary. However, there is no evidence of flow through the channel/slough to or from the McKenzie River, nor is there a continuous ordinary high water mark indicating that the channel/slough would be a navigable water of the state. The areas within the channel/slough that contain hydrophytic vegetation and evidence of ponding lack positive indicators of hydric soils and may not be regulated as wetlands. If the portions of the abandoned meander channel/slough containing reed canarygrass and evidence of ponding are regulated as wetlands, they would be small discontinuous areas that are hydrologically isolated from the McKenzie River.

## **LIMITATIONS**

We have prepared this report for the exclusive use of Mr. Tim Ramis of Jordan Schrader Ramis PC and their consultants. No other person or agency may rely upon the information, analysis, or conclusions contained herein without permission from Mr. Ramis.

The determination of ecological system classifications, functions, values, and boundaries is an inexact science, and different individuals and agencies may reach different conclusions. With regard to wetlands, the final determination of their boundaries for regulatory purposes is the responsibility of the various agencies that regulate development activities in wetlands. We cannot guarantee the outcome of such determinations. Therefore, the conclusions of this report should be reviewed by the appropriate regulatory agencies.

We warrant that the work performed conforms to standards generally accepted in our field, and was prepared substantially in accordance with then-current technical guidelines and criteria. The conclusions of this report represent the results of our analysis of the information provided by the project proponent and their consultants, together with

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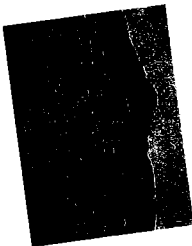
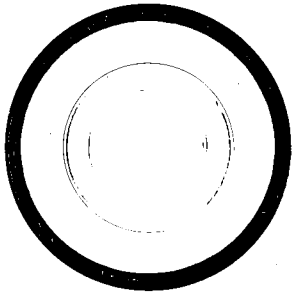
**WebbCrest Ranch**  
Springfield, Oregon

*Urban Growth Boundary 3D animated visualization*



**3D  
Plats**

[www.3dPlats.com](http://www.3dPlats.com)



Prepared for Mr. David Reesor,  
Senior Planner

Contact Gordon Webb  
(818) 292-1099





**Wicklund Living Trust**

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January 19, 2010

Ms. Linda Pauly, AICP  
Planning Supervisor  
Community Planning & Revitalization  
**CITY OF SPRINGFIELD**  
225 Fifth Street  
Springfield, OR 97477

(541) 726-4608 Fax (541) 726-3689

Dear Linda:

On behalf of the Wicklund Living Trust I would like to take this opportunity to thank you for your work on the Alternatives Analysis phase of the Lands Study project (CIBL/RLS/UGB). As the City complies with State mandates regarding urban growth boundary expansion to benefit the community and City well into the future we can only imagine how much more challenging the job for you and City Planning will become. In addition I would also like to personally thank you for keeping me abreast of City activities as they impact stakeholders in the process.

In keeping with your efforts perhaps it would be appropriate at this time to share with you some of the Trust's thoughts on how a "*Higher and Better Use*" for its real estate could benefit the City of Springfield. For the past decade current zoning has diminished the value of the Trust's real estate exponentially. The Trust's property consists of 110 acres contiguous to City of Springfield zoned industrial properties now seen in the North Gateway vicinity and is the largest tract of land adjacent to the present Urban Growth Boundary with services to the site

Enclosed you will find a comprehensive spiral bound booklet with regard to the Trust's property and how if given the opportunity could develop it into a development more commonly referred to as "*Maple Isle Corporate Center*". With the passage of Oregon legislature's House Bill 2229 in 2009 and the subsequent studies performed by the City of Springfield on its Commercial Industrial Buildable Land (CIBL) needs in conjunction with 2005 HB 3337, the Trust felt the timing to unveil its preliminary concept plan at this time for the property is appropriate with the intent that it may prove beneficial as dialogue between City consultant ECONorthwest, and with Lane County Commissioners and Cities of Springfield and Eugene Commissioners continue.

The Trust's vision for the property results because the property is no longer profitable as a farm and does not qualify as "*High Valued Farm Land*" as is evidenced by a study affixed to the pamphlet and performed by Northwest Agricultural Consulting, experts in agronomy.

The Trust's development plan is a natural extension to the North Gateway/International Way development vicinity and may very well be the "game changing moment" in meeting revenue shortages that will only exacerbate as Federal lumber subsidies curtail and the City of Springfield looks for ways to increase revenue to service budget/debt obligations.

The North Gateway District is the preferred corporate suburban address for Springfield. The Trust's property is an ideal campus development extension towards that end. As you look over the material please feel free to contact me or our law firm Jordan Schrader Ramis with any questions.

3951 Maple Island Farm Road, Springfield, OR 97477

Date Received: 1-20-10  
Planner: LP

The Trust believes it will adequately demonstrate that all State Planning Goals such as 9, 11 and 14 will be reached. It is therefore our intent by this submission to assist your efforts in preparing a defensible argument with local, county and state jurisdiction on why the Wicklund Trust property should be included as one of the premier sites in Springfield targeting Medical Services, High Tech, Specialty Food Processing, Green businesses, and Corporate Headquarters.

Sincerely,



Earle D. Wicklund  
Trustee  
Attorney in Fact  
Wicklund Living Trust

EDW/jdc

C: Mr. Bill Grile, Development Services Director, CITY OF SPRINGFIELD  
T. Ramis, Jordan Schrader Ramis attorneys at law

C39710





# Wicklund Trust

## Stunning

Where Commerce and Industry Collaborate

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**Date Received:** 1-20-10  
**Planner:** LP

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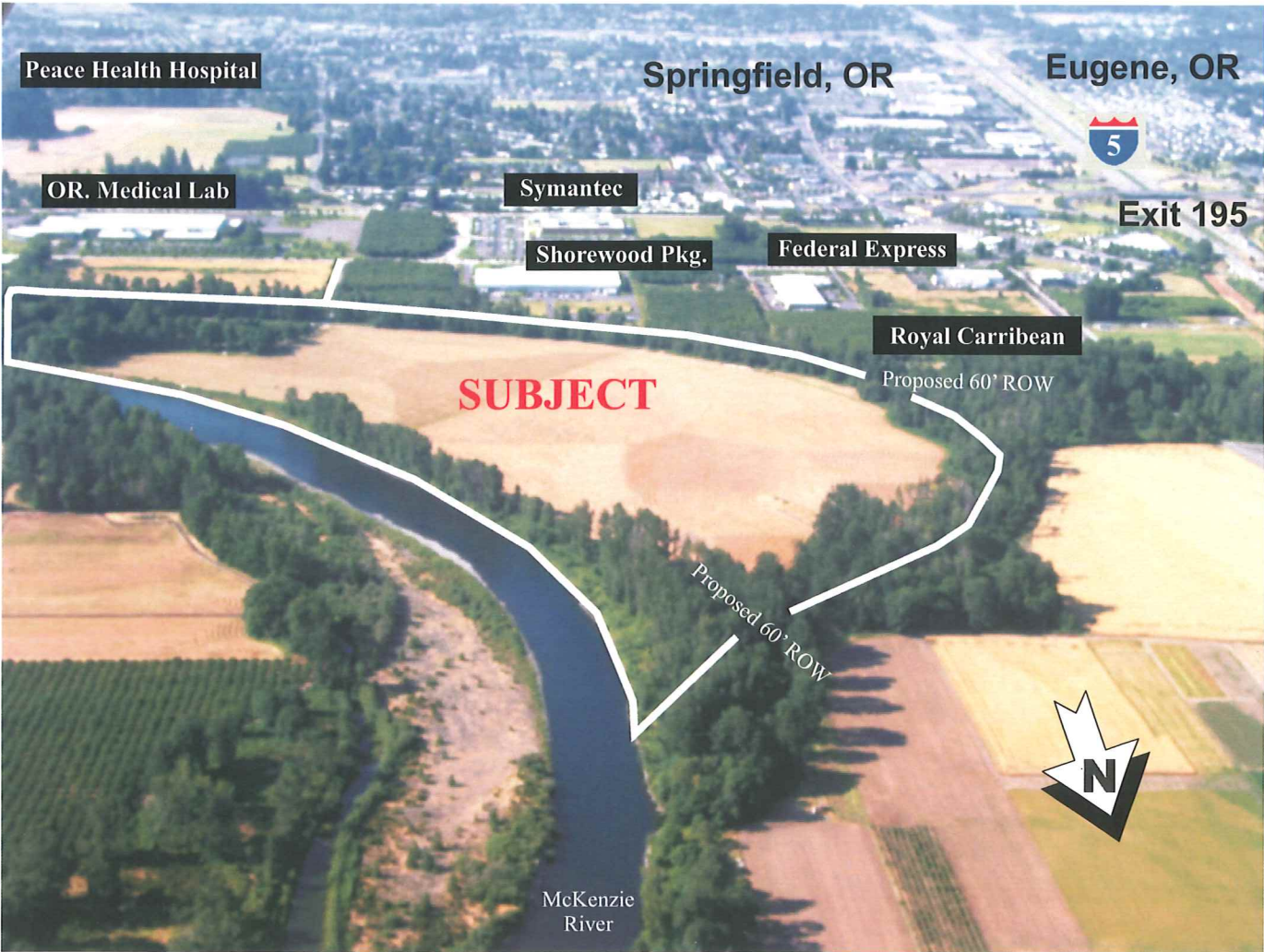
Demographics

Miscellaneous

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# MAPLE ISLE CORPORATE CENTER



A Wicklund Living Trust Development



**CONCEPT STUDY 'A'** 3 May 07  
Wicklund Corporate Park Scale: 1"=200'

**DLA** DOUGHERTY  
LANDSCAPE  
ARCHITECTS  
471 Williams Street, Suite 300, Eugene, OR 97401



# MAPLE ISLE CORPORATE CENTER

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A Wicklund Living Trust Development  
*conceptual picture above*



# Wicklund Trust

## MAPLE ISLE CORPORATE CENTER



Where Commerce and Industry Collaborate



# North Gateway

## Street Alignment



- The extension of Corporate Way to Game Farm Road at Bellline enhances Fire/Ambulance and Police services should North Gateway UGB extend to accommodate CIBL needs.
- Current proposed Maple Island Road
- Proposed Maple Island Road extension
- Possible Consideration



# North Gateway

## Reverse Angle

Eugene, OR

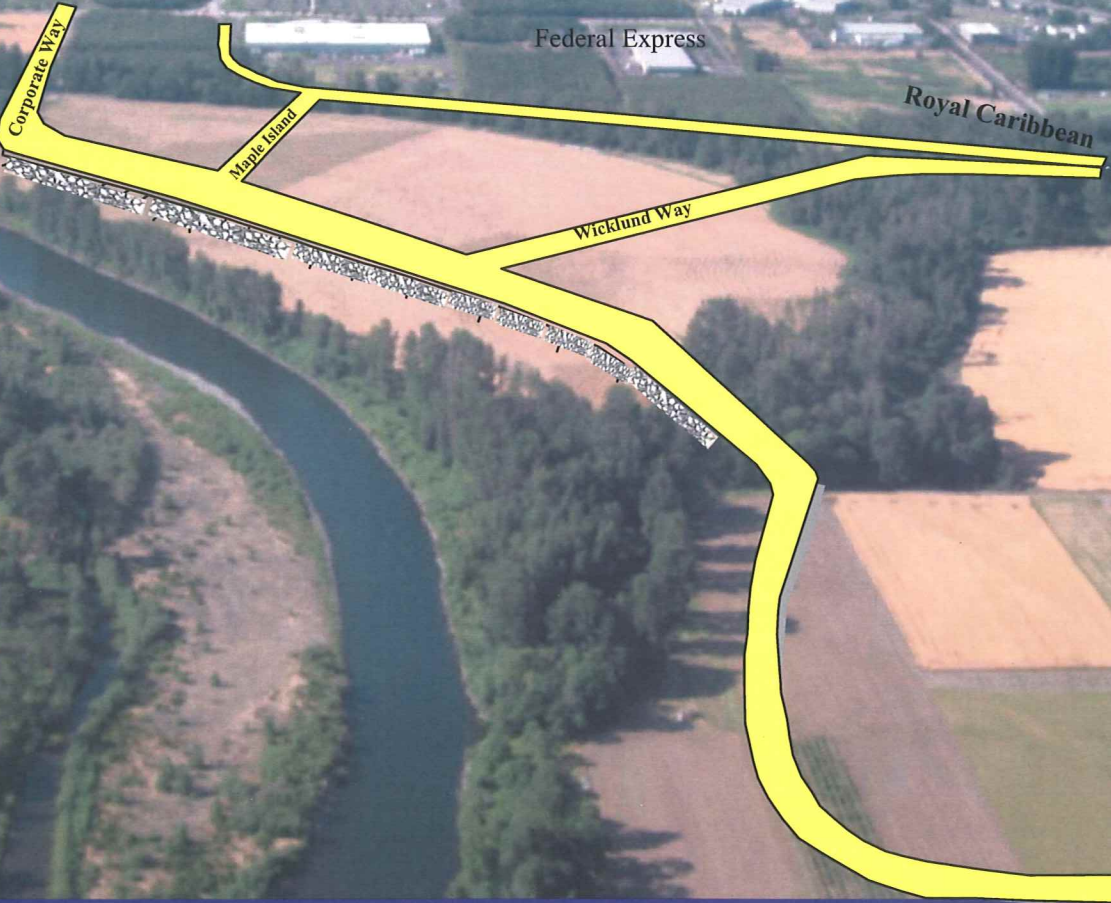
Sacred Heart Hospital

Peace Health OML

Symantec

Federal Express

Royal Caribbean







**3951 Maple Island  
Farm Rd.**

**Legend**

Urban Growth Boundary



Scale 1:10,000  
1 in = 833 ft



**SECTION 1**

**CONTACT**

Earle D. Wicklund  
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Wicklund Living Trust  
3951 Maple Island Farm Road  
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**PRE-SUBMITTAL INFORMATION**

**PURPOSE:**

The purpose of this Pre-Submittal is intended to measure existing support from City of Springfield concerning annexation of the Wicklund Living Trust ("The Trust") property within the City limits of Springfield for commercial development. A portion of The Trust's property currently is within the City limits of Springfield, with the bulk in unincorporated Lane County, contiguous and to the north of the Springfield's Urban Growth Boundary ("UGB") yet within the Eugene-Springfield's Metro Planning Boundary. The Trust seeks support from the City of Springfield to permit annexation within Springfield's City limits and allow for commercial development. The primary focus of this task is to evaluate the various steps, political/regulatory "roadblocks" and possible infrastructure requirements that may be necessary to determine if further investigation into development of the subject site is warranted.

The Wicklund Living Trust appreciates its property being considered a logical extension and expansion to the already popular and successful Gateway/International Way development community, therefore, the Trust seeks from jurisdictional authority (*e.g., City of Springfield, Lane County Local Government Boundary Commission, etal*) an answer to the following question: "...Why is the property not being used for a higher and better use?"... The Trust is not seeking an expedited annexation, rezone, and expansion of the UGB at this time. The subject property is not being used for its highest and best use as will be examined in subsequent pages.

As defined by OAR 660-009-0005 "***Development Constraints***" the urban growth boundary; open area; exclusive farm use zoning designation limit; all in one way or another prevent or place constraints on the use of the Trusts' property for economic development and employment activities that generate income from the production, handling or distribution of goods and services. The subject's "***Locational Factors***" with regard to proximity to supplies, labor, services, markets, educational institutions and transportation routes is excellent. "***Workforce Factors***" (*e.g., skill level, education, age distribution*) is excellent and inclusion of Oregon State University under this category is made as it is within 40 miles of



subject. As will be discussed later the subject property is “**Serviceable**” as preliminary conversations with the local water district and storm and sewage treatment also suggest up to 1,000,000 million square feet can be developed on the subject property without creating a burden on the existing system or “can be upgraded to have adequate capacity within the 20-year planning period”.

As defined by OAR 660 “*Short-term Supply of Land*” means suitable land is ready for construction within one year of an application for a building permit or request for service extension. Preliminary conversations with the Trust’s engineering company suggest Corporate Way can be widened to a 60’ ROW, the construction of a 60’ ROW bridge across the Trust’s maple island slough and infrastructure to a building site can all happen within a one (1) year time frame and construction of same can run concurrent with building permit approvals provided no delays occur.



The Trust seeks large industrial, office and possible condominium residential use for its development and will consider a “*Competitive Short-term Supply*” development provided the smaller developed parcel is compatible and in keeping with the overall theme planned for the Maple Isle Corporate Center. The subject site is uniquely “*Suitable*” for its intended use and the Trust looks forward to discussing its project further with the appropriate jurisdiction/s. The Trust made the decision to embark on a process to attain UGB expansion, City of Springfield annexation, and rezone without reasonable support and assurance from the appropriate jurisdiction/s is not a prudent use of Trust monies.



**FLOODWAY:** A study performed by David Evans on behalf of Peace Health partially impacts the subject property and for purposes of this report was expanded in accordance with their findings; please see the concept plan incorporated into the Pre-Submittal. The Trust is prepared to perform a separate study should it receive reasonable assurances that annexation and rezone from the aforementioned jurisdictions is possible.

The Trust will demonstrate in this report that physical constraints exist, and will show the relationship of the subject property to adjacent property owners and public infrastructure.

The City of Springfield is currently assembling economic, infrastructure, and environmental impact studies for current and future developments within its City limits and it is the Trust's hope by this Pre-Submittal that the subject property will be included in those studies even though not part of the City of Springfield at this time. Furthermore it is the Trust's understanding that concurrent with any Metro Plan Amendment the City will analyze its "Existing Conditions" as they might relate to:

- ◆ **Natural Resources Assessment:** This assessment includes a review and determination of the natural resources on the Trust's site, and a determination of where and how any resources on the site can be impacted with development.
- ◆ **Economic and Market Analysis:** This analysis will provide the economic justification for the Metro Plan Amendment. The Trust understands that a supplemental report to EcoNorthwest's July 12, 2006 study presented to Lane Council of Governments has been authorized and it is the Trust's intent by this pre-submittal to have its property incorporated into that analysis.
- ◆ **Infrastructure Analysis:** This analysis will demonstrate existing conditions and assist in directing the Conceptual Master Planning for the Subject Site. The Trust understands Metro Waste Water System is currently performing a study to determine capacities for industrial and residential growth in the City of Coburg entirely on their property or the ALTERNATIVE is to use some of the "Improved System"

provided by Metro Waste Water Company. The impact of this decision may impact subject.

- ◆ **Transportation Analysis:** This analysis of existing conditions will assist in directing the Conceptual Master Planning for the Subject Site.

**INTRODUCTION:**

The proposed development site is conveniently located in Springfield approximately ½ - 1 mile from Beltline and I-5 Interchange respectively at the intersection of Corporate Way and International Way. The site has outstanding development characteristics and potential featuring mountain vistas and pristine river front scenery. According to the “Agricultural Land Use” Exclusive Farm Use (“EFU”) Zones Chapter 215.203 of the County Planning; Zoning; Housing Codes the Trust’s property is to be **“used for the primary purpose of obtaining a profit in money”**. It should be pointed out the EFU land use designation was not applied for by The Trust rather assigned to the property by State of Oregon Land Use. The Trust’s ownership predates State of Oregon Land Use. The portion of the EFU definition above given to exclusive farm land use zoning states...**“primary purpose of obtaining a profit in money”** “... is no longer reasonable nor sustainable on the site thus the argument favoring rezone, annexation and urban growth boundary expansion exists. The premise is further illustrated by the conservative agricultural budget that follows below.

**UTILITIES**

Services to the site are currently at Corporate Way/Maple Island Farm Road with additional services undoubtedly planned for the City’s future Maple Island Road approximately 500’ west of Corporate Way upon its construction. According to Mr. Tim Hamley at Rainbow Water District a 24" storm drain exists at Corporate Way and a 12" City drinking water line is situated in Corporate Way with another 12" main in Maple Island Road next to Royal Caribbean. Mr. Hamley felt the size and capacity of these lines were more than adequate to provide 1,000,000 square feet of additional improvements to the Wicklund Living Trust Property.

According to Springfield Utility Districts’ Mr. Ed Head the best utility system for installation on the Wicklund Living Trust property is a “loop system” wherein power comes from two different directions versus a radial system (one direction).

Mr. Head felt loads similar to usage now seen at Symantec’s two (2) buildings; two (2) similar to Pacific Source’s building, Shorewood Packaging; and another like Royal Caribbean, could all be easily accommodated by the loop system on the subject property.

**EFU ZONED:**

The Subject property currently zoned Lane County Exclusive Farm Use (“EFU”) finds no profit in money achievable. The Trust asks local jurisdiction to demonstrate how a “profit in money” or a reasonable return on investment harvesting 60 tillable acres on the subject property is achievable. The budget below demonstrates how a cash crop called blue lake green beans, of which the Trust is intimately familiar with, assumes a harvest no later than September 15, 2010.

**BUDGET**

Gross Revenue: \$72,000 (Assume 60 tillable acres yielding  
6 ton/acre of bush beans @ \$.10/lb)

**LESS EXPENSES:**

Seed	\$2,400
Fertilizer	\$2,569
Herbicide	\$4,800
Irrigation	\$2,000 pipe rental
Electricity	\$ 550
<b>Water *\$ 0</b>	<b>{grandfathered water rights}</b>
Labor	\$6,380 [plus insurance] {assume 1 employee}
Fuel	\$9,600 [600gal @ \$3.00/gal diesel] + 26 trucks @ \$300/shipment]
Rent	\$2,000 tractor [100 hours @ \$20/hour] \$2,000 harvester [16 hrs @ \$125/hr] \$ 850 farm implements

Net Income **\$38,851**

Annual P&I Mortgage Pmt: < \$48,335 > {Amortized @ 7.5%, 20 years on 500K}

Less State Taxes: < \$ 0 >

Federal Tax: < \$ 0 >

Annual Food for 5: < \$ 6,000 > {conservative}

Annual health INS: < \$ 8,000 >

Annual Auto INS: < \$ 2,000 >

**CASH FLOW SHORTAGE: :< \$25,484 >**

\*{Water costs seen  
above increase shortage}\*



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**Agronomic Suitability Analysis of Wicklund Trust Property.**

*Prepared by Northwest Agricultural Consulting*

**INTRODUCTION:**

Mr. Earle Wicklund, a representative of the Wicklund Living Trust, is making application for the inclusion of a parcel of property owned by the Trust into the Urban Growth Boundary (UGB) of the City of Springfield, OR. The property is located in Lane County, Oregon and described as Section 15, T17S, R3W, WM also designated as Tax Lot 1703154000400.

The property is approximately 110 acres of which 70 acres are tillable with the remainder as follows: 20 acres forest or slough, 3 acres orchard, 10 acres pasture, and the remaining 7 acres are homestead and roadway.

This report is in support of the application by the Wicklund Living Trust and contains data collected from a site investigation as well as data from various sources substantiating the conclusions required by the City.

**METHODS:**

An on-site investigation was carried out at the site on October 31, 2008. A thorough physical examination of the property included a review of topography, slope and aspect, and other physical characteristics of the site as well as vegetation currently on the subject property and surrounding properties.

Inferences made as to agronomic practices and cropping sequences are based on my experience as a farmer and agronomic consultant. Soils information was obtained from the Soil Survey of Lane County issued in 1981 by the U. S. Department of Agriculture Natural Resources Conservation Service. Acreages of the soil series were obtained from the USDA Web Soil Survey at (<http://websoilsurvey.nrcs.usda.gov/app>). Economic information was obtained from the Oregon State University Enterprise Budget Sheets and Chemeketa Community College Farm Business Management Program Annual Reports. GIS programs were used to generate maps and interpretations for this evaluation.

**NARRATIVE**

**Characteristics of Subject Property:**

The subject property is located on the south bank of the McKenzie River northeast of the intersection of Interstate 5 and Beltline Road. The site is

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essentially flat ground bounded by commercial and industrial development to the south and west and the river.

The subject property currently is and has been a working farm for many years. The property has the family home and outbuildings on the southern portion. The Wicklund family grew many crops in years past but settled on green beans which were utilized in their spiced bean business which were sold nationally. The spiced bean company closed its doors in January 2008 when it no longer could compete with rising costs associated with buying the raw product necessary for its spiced bean process. Crops previously grown on this property have included Blue Lake green beans pole and bush varieties, wheat, kale, ryegrass, dill, etc.

The property is currently leased on a cash rent annual lease to Chad Egge of Egge Farms who farms the 70 tillable acres of the parcel. Mr. Egge currently grows perennial ryegrass for seed.

The remaining 40 acres are composed of alluvial sand and gravels which are not conducive to agricultural activity due the lack of water and nutrient holding capacity.

**Characteristics of Adjacent Lands:**

The following analysis is based upon the area in the northeast corner of the I-5/Beltline Road intersection and bounded by the McKenzie River on the northwestern side in Section 15:

East: The McKenzie River bounds the property which prevents any access to lands across the river.

South: Commercial and industrial development bounds the property to the south and restricts any expansion of farming activities in that direction. There are some small parcels to the southeast which are farmed similar to the subject property which are also farmed by Mr. Egge.

North and West The area to the north and west consists of small farmed parcels interspersed with a nursery and some wooded areas. Sprague Road provides access to the other side of I-5. The Trust has no easement with adjacent property owner, Mr. Walt Johnson, to its NW corner however historically the Trust has had verbal permission to use the access if necessary. Interstate 5 is approximately 1000 feet to the west of the property and restricts access to lands on the other side.

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**Relationship between Subject Property and Adjacent Land:**

The area surrounding the subject property has been in agricultural use for many years and over the last 15 years urban development encroached on the area. Many acres in the area were devoted to cannery crops such as beans, beets and corn. However, growers lost a market when the cannery closed. The few growers with the ability to add value to their crops were able to stay in business. The construction of the Mall and residential construction in the southeast corner of the Beltline/I-5 intersection served to quicken the pace of the development on the east side of I5. Also, the landscaped Roundabouts and the large amount of traffic on these roads at all hours of the day serve to not only impede the flow of agricultural implements but also create some safety concerns for their operators.

Although the subject property is currently being utilized for commercial farming purposes, that use is rapidly changing and its value diminished. New commercial construction is underway adjacent to the property and more to come as evidenced by numerous for sale signs on vacant and unused land.

Although an EFU designation protects the land for farm use, that designation is not a measure of economic viability. Although the land was farmed by the Wicklund family for many years, economic profitability came via a value added enterprise operated on the farm. Once the market for that business ended in 1985, they were unable to maintain profitability and would have needed to expend a significant amount of money to upgrade equipment to modern standards.

The Wicklund family has grown Blue Lake Pole green beans (1952 to 1977) and Blue Lake bush beans (1978 to 1985). In 1986 the property was leased to various local farming operations such as; Jon Jaqua, Doug Siefert and Chad Egge.

Currently, the landowners receive \$4500.00 per year rent for the land from the lessee, Egge Farms. This works out to approximately \$75 per acre in rent for the tillable acres and no income for the rest of the parcel. Mr. Egge farms approximately 1200 acres under various leases which affords him economies of scale that would otherwise not be available to an individual operator attempting to farm the 70 acres alone. Thus, the parcel is uneconomical to farm by itself.

Many factors affect production of grasses grown for seed in the Willamette Valley. However, the three main factors which largely determine yields of grasses grown for seed are 1) the species-specific genetics of the crop which determines their hardiness, 2) the type of soil and its condition, and 3) the wide variation in weather during the growing season – mainly February through June. The Willamette Valley is quite notable for offering a favorable

climate for grass seed production; however the vagaries of weather within any given growing season largely determine the seed production capacity of the plant for that year. Thus, the range in yield of tall fescue could genetically be anywhere from 500 to 2000 pounds per acre depending on whether it was a forage or turf type, early or late bloomer, etc. However, for any given variety of tall fescue the yield range for that variety may be 900-1100 pounds with the actual yield dependent on all factors impinging on the plant during the crop year.

Mr. Egge has stated intermediate ryegrass produced about 1400 pounds per acre on this site but previous experience with this crop in other locations often resulted in yields of greater than 2000 pounds per acre. As intermediate ryegrass currently (2008) is sold at \$0.38 per pound the 600 pound per acre yield deficit resulted in a \$228.00 per acre reduction in gross profit. After deducting fixed and variable costs, the expected net profit would at 1400 lbs is 64% less per acre than expected. As the enterprise budget was written in 2000, a reasonable allowance for inflationary pressure on seed, fertilizer, fuel, etc must be made which would alter the above assumption of profit.

Overseeding of golf courses and pastures and new lawns for houses are typical markets for this seed. The current national economic crisis has resulted in lowered demand for grass seed at all levels and many seed companies have not shipped any seed in many months. Lack of sales depresses farm prices which results in further erosion of profit. One may assume that Mr. Egge might try to only farm land which offers the best yields at the least cost. Incidental factors besides crop inputs which may affect that decision are distance to market, ease of access to the property, etc.

Thus, considering current as well as future market and input cost conditions, the removal of this property from agricultural production would most likely have no effect on the profitability of Egge Farms. However, its loss would have some, as yet unknown, impact on the two smaller properties to the north and south which are also farmed by Mr. Egge.

**Existing Adjacent Uses:**

The City of Springfield's city limits and Urban Growth Boundary abut the subject property on the south. As noted above the predominate use of the land in the area surrounding the subject property is industrial and commercial use with residential use

**Existing Public Facilities and Services (water and sewer lines etc):**

The Trust has grandfathered water rights to the McKenzie River in addition it has three drinking water wells on the property. Based on the commercial and



industrial development on adjacent lands to the south, is it clear that those properties are served by urban level public facilities, utilities and services.

**Neighborhood and regional characteristics:**

As noted above, the predominate land use in the area is commercial industrial with some residential uses interspersed. Lands not occupied by some form of dwelling or business seem to be evenly split between idle properties with for sale signs or those with some form of agricultural enterprise.

**Natural or man-made features or other impediments separating the Subject Property from adjacent resource land , such as roads, water courses, utility lines, rights of way, that effectively impede practicable resource use of all or part of the Subject Property:**

As noted above, the McKenzie River and Interstate 5 which, along with the heavy development to the south, create access barriers to and from the property

**Other relevant factors:**

**Soils:**

The main soil types on this parcel are those found near and in the flood plain of larger rivers. The property is a remnant island formed in an oxbow of the McKenzie River. The Newberg-Camas-Cloquato Association is formed upon level and well to excessively drained flood plains. The soils are of alluvial origin and contain a large proportion of sand and gravel indicative of those origins.

The Lane County Soil Survey lists the following agricultural uses for these soils: small grains, grass and legumes for seed, hay, pasture, berries, and timber. Crops previously grown on the property have included green beans, wheat, kale, ryegrass, dill, and perennial ryegrass. Because of the high risk associated with raising berries, melon and potatoes, the Trust opted never to engage in those enterprises.

The following table summarizes the characteristics of the soils:

**Table 1. Soil characteristics within the subject property.**

<b>Soil Series</b>	<b>Symbol</b>	<b>Area(%)</b>	<b>Capability Class</b>
Camas gravelly sandy loam	22	14.5	IVw
Fluvents	14.5	35.1	VIIw
Newberg Fine Sandy Loam	95	44.9	IIw

Riverwash	114	5.4	Vllw
<i>NOTE: The soils percentages were calculated from a downloaded image from Lane County Maps which was digitized in GIS to estimate the percentage of soils within the tax lot.</i>			

The **property does not qualify as High Value Farmland** as defined in the LCDC administrative rule OAR 660-033-020(8), because only 45% of the soil qualifies as high value (Newberg fine sandy loam). For this reason, the subject property should be given higher priority in the UGB amendment process than other resource land that is high value farmland, under state law (ORS 297.298(4)).

The fluvents and riverwash soils occupy the actively developing floodplains immediately adjacent and within present stream channels. These areas contain large amounts of sand and gravel which contributes to the excessive drainage of these soils.

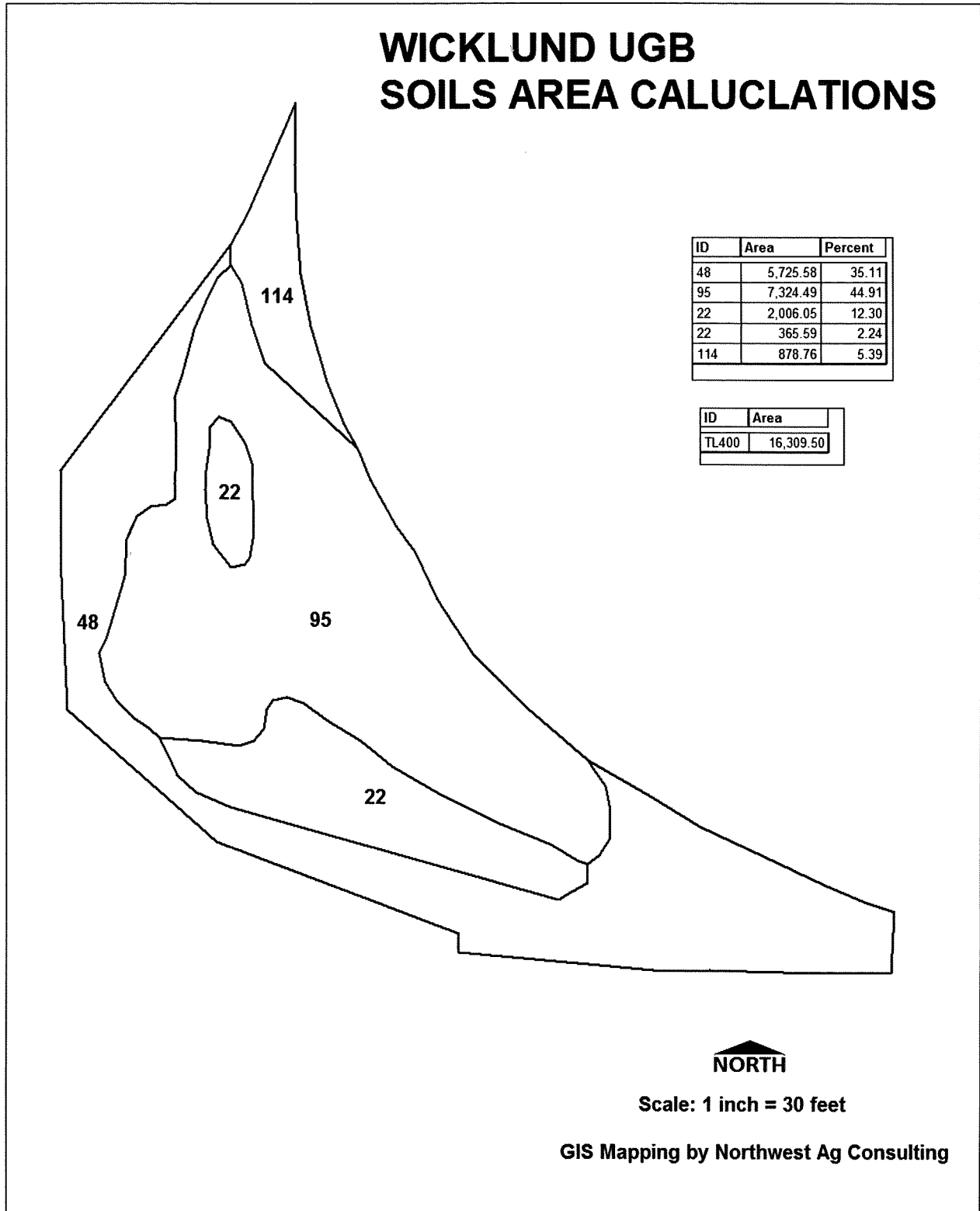
As can be seen in the above table, the main limiting factor for this property is wetness, usually due to a seasonally high water table due to the proximity of the river. The lower lying Newberg soils regularly flood while the Camas soils flood only in times of very high water. The main problem with the soils from an agronomic perspective is the coarse texture of the soils which limits their water holding capacity. Fine sands, sands, and gravels have the capability to grow some good crops if irrigations is properly applied.

**CONCLUSIONS:**



The Wicklund Trust Property consists of soils which are not High Value Farmland as defined by LCDC rule, and has been shown to be difficult to farm due to increasing urbanization which makes access to the property for large farm equipment difficult. The property is hemmed in by the McKenzie River, Interstate 5, and commercial/industrial development.

Considering the characteristics of the subject parcel, the characteristics of adjacent lands, and the relationship between the two, this property could easily be absorbed into the UGB of Springfield without adversely affecting the agricultural economy in the area and ought to be given a higher priority than lands better suited to agricultural enterprises.



**January 2010**

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**From:** Chad Egge [mailto:eggeseed@gmail.com]  
**Sent:** Thursday, February 12, 2009 10:35 AM  
**To:** Earle Wicklund  
**Subject:** Re: Wicklund Property analysis by Agronomist Tom Thomson

I have been farming the Wicklund Trust property since 2005.

I have considered the report on the property prepared by Northwest Agricultural Consulting, and I agree with the conclusions reached by Tom Thomson in his "Agronomic Suitability Analysis of Wicklund Trust Property".

Chad Egge

Egge Farms

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On Fri, Feb 6, 2009 at 11:43 AM, Earle Wicklund <[wicklund\\_associates@comcast.net](mailto:wicklund_associates@comcast.net)> wrote:

Chad,

Thank you for your call. Sorry about the wrong email address. As mentioned Dorcas asked Mr. Thomson to study the farm as if she were planning to sell it to another farmer in the future with her intent being she could give that buyer an honest assessment of the farms capabilities. The essence of the report prompts the question: .."can a new owner/farmer make mortgage payments on the Wicklund real estate solely from the property's crops". The attached report was Mr. Thomson's findings.

Although Mr. Thomson's report does not go into any detail about crop income what is deduced from the report is Dorcas could not sell the property for more than about \$56,250 based upon the amount of income derived from current agricultural activities. From a purist's stand point the income she receives from Egge Farms (\$4,500) suggests she would need to sell the farm for a capitalization rate of 44.44% just to receive a \$200,000 sale price. Current capitalization rates are 8% which places a value for the farm at \$56,250 ( $\$4,500 \div .08$ ). Typical Cap Rates range from 5 to 10% and have for about the last 50 years.

So what Dorcas learned was, the farm could probably sell to some rich doctor for \$1,000,000 but under no circumstances could crop income support debt service payments and that assumes the doctor puts down 70% in equity and only finances \$300,000. Of course this too suggests no money is saved to pay other costs such as, equipment replacement, repair, lease payments, insurances, labor and food for a family of 4.

Bottom line is, small farms such as Dorcas' have serious challenges and simply can not sustain a family from crop income alone. It is for this reason that Dorcas seeks UGB expansion from the City of Springfield so that she can have at least the constitutional right to rezone the property to a higher and better use should she choose to sell the real estate for a fair market value.

**Maple Isle Corporate Center**  
A Wicklund Living Trust Proposed Development

**January 2010**

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Dorcas asked that I attach the Thomson report for your perusal. If you find you agree with that report could you simply send an email to me with a few short sentences.

Thank you Chad for your consideration.

**Earle Wicklund**

**[Wicklund\\_Associates@comcast.net](mailto:Wicklund_Associates@comcast.net)**

**Phone: 503-641-3062**

**Cell#: 503-887-0058**

**Fax: 503-641-0980**

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# MAPLE ISLE CORPORATE CENTER



Where commerce  
industry and  
nature collaborate

A Wicklund Living Trust Development

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**WETLAND and RIPARIAN HABITAT EVALUATION**

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RAEDEKE ASSOCIATES, INC.  
5711 NE 63rd Street  
Seattle, Washington 981 15  
(206) 525-8122 FAX (206) 526-2880

September 4, 2009

Mr. Tim Ramis  
Jordan Schrader Ramis PC  
Two Centerpointe Drive  
6th Floor  
Lake Oswego OR

RE: Summary of Wetland and Stream Reconnaissance  
Wicklund Farm Property, Springfield Oregon  
(RAI #: 2009-023-001)

At your request, Raedeke Associates, Inc. staff visited the Wicklund Farm property to investigate the area for the presence of critical areas, particularly wetlands, streams, or riparian habitats. The approximately 110 acre site is located east off interstate 5, north of International Way, and south and west of the McKenzie River. Specifically the project is located in portions of Section 15, Township 17 South, Range 3 West, W.M. as depicted on drawings received from Mr. Tim Ramis in July 2009.

This letter is not intended to constitute a full critical area technical report, nor does it include a detailed discussion of potential project impacts to environmentally critical areas. Ultimately, the Oregon Department of State Lands may require a full wetland and stream assessment report in order to complete its review of any development application for the site.

### **DEFINITIONS AND METHODOLOGIES**

Under Section 404 of the Clean Water Act, a wetland is defined as an area "inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions" (Federal Register 1986:41251).

We based our wetland investigation upon the guidelines of the U.S. Army Corps of Engineers (COE) Wetlands Delineation Manual (Environmental Laboratory 1987), as updated by the Regional Supplement to the Corps of Engineers Delineation Manual: Western Mountains, Valleys, and Coast Region (Environmental Laboratory 2008). The COE has federal regulatory jurisdiction of the dredging or filling of "Waters of the United States," including wetlands. As outlined in the federal methodology, the



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interaction of hydrophytic vegetation, hydric soil, and wetland hydrology must be present for an area to be classified as wetland. Vegetation, soils, and hydrology were examined in representative portions of the study area. Plant communities were described during our field investigation. Vegetation nomenclature follows USDA Plant Database (2008). The U.S. Fish and Wildlife Service (USFWS) Wetland Indicator Status (WIS) ratings are used to define whether hydrophytic vegetation is present (Reed 1988, 1993). The WIS ratings define plant species based on their ability to withstand saturated soil conditions. Plants are rated, from highest to lowest probability of occurrence in wetlands, as obligate (OBL), facultative wetland (FACW), facultative (FAC), facultative upland (FACU), and upland (UPL), respectively. In general, hydrophytic vegetation is present when "more than 50% of the dominant species are OBL, FACW, or FAC on lists of plants species that occur in wetlands" (Environmental Laboratory 1987:19).

Wetland classification follows the USFWS wetland classification system (Cowardin et al. 1992).

We based our stream investigation on the Oregon Revised Statutes 270.400 to 270.412 with regard to the navigability of any waters on the site.

## **BACKGROUND RESEARCH**

We collected and analyzed background information available for the site prior to the onsite investigation. We collected maps from the U.S. Fish and Wildlife Service (USFWS) (2009) National Wetland Inventory (NWI) and the U.S.D.A. Natural Resources Conservation Service (NRCS) Web Soil Survey (2009).

## **FIELD SAMPLING PROCEDURES AND DATA ANALYSIS**

During our August 25 and 26, 2009 site visit, we collected information on existing vegetation, soil, and hydrology in representative portions of the site in order to identify and describe any critical areas located within the project site. During our field visit, we traversed the project site and examined bordering areas, where possible, to search for any wetland areas or streams.

Vegetation, soils, and hydrology were examined in representative portions of the study area. Plant communities were described during our field inspection. General vegetation patterns were noted; scientific nomenclature of plant species generally follows U.S.

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Department of Agriculture, Natural Resources Conservation Service (2008)  
PLANTS database.

We used a shovel or soil auger to describe the soil and hydrologic conditions throughout the site. We sampled soil at locations that corresponded with vegetation sampling areas and potential wetland areas. Colors of the soils were determined using the Munsell Soil Color Chart (Munsell Color 2000).

## **RESULTS**

### **BACKGROUND INFORMATION**

The soils of the project area were mapped at a scale of 1:24,000 by the NRCS (NRCS 2009). Mapped soils for the majority of property consist of the well-drained Newberg fine sandy loam soils series (Mapping Unit 95) and excessively well drained Camas gravelly sandy loam soil series (Mapping Unit 22). The poorly drained fluvents (Mapping Unit 48) is mapped along the perimeter of the project site. Newberg and Camas soil series are not hydric soils. Fluvents is not a soil series as such is not listed.

The USFWS NWI (2009), East Eugene, Oregon Quadrangle map, shows no wetland features on the Wicklund Farm property. The shoreline of the McKenzie River is mapped as a riverine lower perennial unconsolidated shore seasonally flooded (R2USC) wetland. Wetlands shown on the NWI are general in terms of location and extent, as they are determined primarily from aerial photographs. Thus, the number and areal extent of existing wetlands located within the study area may differ from those marked on an NWI map.

### **PROPERTY DESCRIPTION**

The Wicklund Farm property is located along a terrace of the McKenzie River. The McKenzie River defines the northeastern property line. The majority of the property is flat and lies approximately 15 feet higher in elevation than the river. Areas to the south of the project site are developed as commercial/industrial properties. The property west of the site is in agricultural production. The property is roughly triangular in shape, with single-family houses located near the center of the property, approximately 200 feet from the river. Vacant, wooded land occupies the eastern portion of the property. The central and western portions of the property are used to grow crops. An abandoned meander channel/slough of the McKenzie River forms the southern and western boundaries of the property.

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We investigated the property and found no streams or watercourses on the Wicklund Farm property. Native trees line property lines along the perimeter of the property. Agricultural crops and common herbs are found through the central portions of the site. Soils observed throughout the site lack characteristics of hydric soils.

We found no evidence of frequent or regular flooding or saturation of soil through most of the site.

Dense patches of Himalayan blackberry (*Rubus armeniacus*, FACU) were found throughout the abandoned meander channel/slough of the river along the south and west property boundaries. Smaller portions of the channel/slough, along the south property boundary contain a vegetation community dominated by reed canarygrass (*Phalaris arundinacea*, FACW).

The banks of the channel/slough support a vegetation community comprised of a forest of big-leaf maple (*Acer macrophyllum*, FACU), black cottonwood (*Populus balsamifera*, FAC) and Oregon ash (*Fraxinus latifolia*, FACW). Shrub vegetation in the understory includes Indian plum (*Oemleria cerasiformis*, FACU), snowberry (*Symphoricarpos albus*, FACU), and Himalayan blackberry. Soils in the channel/slough were composed of a shallow layer of silt and sand overlying gravels and cobbles typical of stream channels, but there was no evidence the soils were hydric. Soils were dry at the time of our August 2009 site visit. The portions of the channel/slough that contained reed canary grass as a dominant plant also had evidence of ponding (i.e., drift lines and water-stained leaves) indicating that water is present at some time during the year. No evidence of water flow (i.e., scour patterns or a distinct flow channel) was observed. We did not observe a continuous ordinary high water mark along the channel/slough. If these areas are flooded during the growing season, they likely would be considered to be wetlands. If the flooding is limited to the winter months, the areas of canary grass likely would not be regulated as wetlands.

Western and central portions of the Wicklund Farm property contain an agricultural field that had recently been harvested. Remnants of pea plants were observed in the field along with rye grass (*Lolium perenne*, FACU) and mustard (*Brassica* sp., UPL). Soils in the field were sandy loams extending to greater than 18 inches below the ground surface. Some redoximorphic features such as pore linings were observed along the plow pan at a depth of 14 inches below the ground surface. However, no redoximorphic features were noted in the soil above or below the plow pan and thus it was determined that the soil did not meet the criteria necessary to be

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Mr. Tim Ramis  
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considered a hydric soil. No evidence of hydrology was noted in the field or soil profiles during our site visit.

The wooded eastern portion of the site supports a canopy of big-leaf maple, Oregon ash, and black cottonwood. The understory vegetation is comprised of hazelnut (*Corylus cornuta*, FACU), Indian plum, trailing blackberry (*Rubus ursinus*, F ACU),

and Himalayan blackberry. Soils observed in this portion of the site are sandy loams that did not contain redoximorphic features and thus were not considered to be hydric soils. No evidence of wetland hydrology was observed in this portion of the site.

Portions of the site directly along the McKenzie River contain a vegetation community dominated by black cottonwood trees, willow (*Salix* sp., F ACW) shrubs, and an herbaceous layer of reed canary grass and mangrass (*Glyceria* sp., FACW). Soils in this portion of the Wicklund farm property are sandy loams and silt loams with redoximorphic features indicating that they are hydric soils. Raedeke Associates, Inc. staff observed standing water in depressions and evidence of flooding along the river. The narrow band of wetland community along the McKenzie River is separated from the remainder of the Wicklund Farm site by a berm parallel to the river's course. The top of the berm is approximately 6 to 8 feet above the river level at the east end of the site and approximately 13 to 15 feet above the river level at the west end of the Wicklund Farm site.

## **SUMMARY**

Based on our August 25 and 26, 2009 field investigation, only portions of the site directly adjacent to the McKenzie River exhibited positive indicators of hydrophytic vegetation, hydric soil, or wetland hydrology. The remainder of the site lacked at least one criterion necessary to be considered wetland. The abandoned meander channel/slough of the river in the south and west portions of the site exhibits evidence of ponding in portions along the southern property boundary. However, there is no evidence of flow through the channel/slough to or from the McKenzie River, nor is there a continuous ordinary high water mark indicating that the channel/slough would be a navigable water of the state. The areas within the channel/slough that contain hydrophytic vegetation and evidence of ponding lack positive indicators of hydric soils and may not be regulated as wetlands. If the portions of the abandoned meander channel/slough containing reed canarygrass and evidence of ponding are regulated as wetlands, they would be small discontinuous areas that are hydrologically isolated from the McKenzie River.

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**LIMITATIONS**

We have prepared this report for the exclusive use of Mr. Tim Ramis of Jordan Schrader Ramis PC and their consultants. No other person or agency may rely upon the information, analysis, or conclusions contained herein without permission from Mr. Ramis.

The determination of ecological system classifications, functions, values, and boundaries is an inexact science, and different individuals and agencies may reach different conclusions. With regard to wetlands, the final determination of their boundaries for regulatory purposes is the responsibility of the various agencies that regulate development activities in wetlands. We cannot guarantee the outcome of such determinations. Therefore, the conclusions of this report should be reviewed by the appropriate regulatory agencies.

We warrant that the work performed conforms to standards generally accepted in our field, and prepared substantially in accordance with then-current technical guidelines and criteria. The conclusions of this report represent the results of our analysis of the information provided by the project proponent and their consultants, together with information gathered in the course of the study. No other warranty, expressed or implied, is made.

We hope that this information will be useful to you in preparing development plans for your property. If you have any questions, please call me at (206) 525-8122.

Sincerely,

RAEDEKE ASSOCIATES, INC.

Christopher W. Wright  
Soil and Wetland Scientist

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Mr. Tim Ramis  
August 31, 2009  
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**DIMINISHED VALUE:**

The current exclusive farm use zone designation for the subject property diminishes the subject property's land value conservatively estimated at **\$21,500,000** as an industrial site in the 2050 Regional Plan to approximately \$1,000,000 dollars as a Farm. Oregon Zoning law appears to permit four different uses in an EFU zone.

A winery as described in ORS 215.452 is an acceptable use for the subject property. It is estimated the time necessary to create a productive winery is 5 years; assumes proper drainage and engineering costs permit for a profitable vineyard; assumes no "Re-tooling" costs are necessary and no additional owner equity required other than grant funds that might otherwise be available through State of Oregon Economic Development and/or Oregon Lottery Funds. In the opinion of the Trust it is neither reasonable nor realistic to presume no costs or additional owner equity is necessary to convert the property into an operational winery.

Please refer to pages 11 – 19 of this report:

*.. the property does not qualify as  
HIGH VALUE FARMLAND as  
defined in the LCDC administrative  
rule OAR 660-033-020(8), ORS  
215.710(3) and ORS 297.298(4)...."*



**EFU PERMITTED USE I:**

**EXCLUSIVE FARM USE:**

Exclusive Farm Use Zones "...provide an owner to use its property for farming for profit in money; as a school campus; permits Church construction; and permits an owner to use the property as a winery". Based upon the budget seen above row crops and grass crops are not profitable. However, the subject property could be used as a Winery. The Oregon Wine Industry currently consists of 249 vineyards as of August 2008. The biggest cost now facing the vineyards is research associated with pests and problems that plague Oregon vintners. Small vineyards can find no profitability without large cash contributions in equity. Proponents argue that an Oregon wine institute similar to the California State University in Fresno called the "The Viticulture and Enology Research Center" needs to be created in Oregon so that its model can provide new vintners with the necessary tools and education to launch a high risk venture with small capitalization. A typical agricultural lender demands significant collateral as security for any mortgage; operations must demonstrate immediate profitability sufficient in after tax profit to meet debt service payments. Failure to do so places a burden on the borrower to maintain debt to equity ratios required by the lender. "...what collateralizes a loan is security not profit to pay debt service; therefore "no profit, no loan".

The Trust will not farm its own property. Therefore if a buyer of the Trust's property can find a lender for the EFU zoned property a realistic principal and interest mortgage would be \$5,427/month on a debt of \$700,000 resulting in a CASHFLOW SHORTAGE annually of <\$43,138>. It is important to point out that local lenders and standard accounting principles mandate only after tax profit pay debt service and as the budget above illustrates after tax cash flow is already a negative number. **Lenders informed the Trust** they will not loan money against the subject property for re-tooling into the wine industry or for any other agricultural purpose because farming such small acreage on such valuable property is no longer feasible as the property can not be parceled small enough to repay debt in the event of default. Who better understands commerce and industry than an FDIC insured lender? It should come as no surprise that the subject property is considered high risk as a farm.

"The free ride is over at OSU", according to the Portland Business Journal March 9, 2007 edition relating to vintners. It should be pointed out that

vintners no longer enjoy the informal and intimate relationship with Oregon State University as it once had in the past because its grown to a size that find needs for research and consulting experts to be an integral part of the business decision process and the University can not provide those services nor has the money in its curriculum budget to employ consultants for such a specialized and relatively small industry in Oregon.

The Trust's, local Banks and the Federal Land Bank all consider small farms to be high risk no profit entities. Therefore the Trust does not farm its land for profit.

**EFU PERMITTED USE II**

**PUBLIC AND PRIVATE SCHOOLS:**

Another permitted use for the subject property under ORS 215.452 is as a campus for Public and Private Schools. The Wicklund Living Trust considered the property for use as a School campus unfortunately that use does not generate approximately \$2,500,000 in real estate tax revenue to the community which will be further discussed below. These monies are desperately needed considering the recent announcement in the Eugene Register Guard of the “**scorched earth**” budget policy by Lane County, Eugene/Springfield in response to **lost timber subsidies** that the Federal Government is now preparing to discontinue (\$238 million). Even if Oregon State & Federal legislators achieve a one year extension on the aforementioned government subsidies, where will the revenue come from to offset the infrastructure costs associated with population increase of approximately 30,000 as reported by the US Census Bureau's for Lane County by 2016?

**EFU PERMITTED USE III**

**CHURCH**

Another use of the property is as a multi church location. Growth in the religious industry has exponentially grown to a point that ten to 20 churches on the property could be constructed and leased quite easily, but again, no taxable income generated from these non-profit organizations benefit the community.

**EFU PERMITTED USE IV**

**GOLF COURSE**

The Wicklund Living Trust looked closely at putting a golf course on the property, but found an eighteen (18) hole profitable course requires a minimum of 175 acres and that amount of land can not be assembled at this location. Substantial evidence exists to demonstrate diminished returns result in any of the IV permitted uses found under exclusive farm use Chapter 215.213.

**CITY AND COUNTY LOST REVENUE**

Lost revenue from real property land taxes from the subject property's EFU zoning versus an Industrial Zoning is estimated at **\$300,000** annually. Lost taxable revenue because the EFU zoning prohibits industrial construction of approximately 1,000,000 square feet of improvements servicing 2,000 employees is estimated at approximately **\$2,200,000** annually. Lost revenue to the County and City of Springfield from utility rate payers and equipment taxes **not included** because of lack of data. Lost revenue from income taxes associated with \$60,000,000 in wages, immeasurable.

Please refer to pages 11 – 19 of this report:

*.. the property does not qualify as  
**HIGH VALUE FARMLAND** as  
defined in the LCDC administrative  
rule OAR 660-033-020(8), ORS  
215.710(3) and ORS 297.298(4)....”*

**SECTION 2**

# MAPLE ISLE CORPORATE CENTER

The Wicklund Living Trust is pleased to present  
the conceptual development of  
Maple Isle Corporate Center



A Wicklund Living Trust Development





# MAPLE ISLE CORPORATE CENTER

## **Dimensional Site:**

One of Oregon's most pristine and perfect campus settings situated adjacent to the scenic McKenzie River, and part of vibrant Lane County, Oregon seeks development approval. It features a beautiful landscape and excellent dimensional sites for construction. "Siting a building on land with poor width and length is simply not a dimensional site of interest to most of our clients.....AIA."

## **"Dynamic Growth = Commerce & Industry"**

Population in Lane County according to the US Census Bureau is expected to increase by 34,000 during the next 10 years. This is a significant number and "mom and pop" or other "support service" type businesses can not keep pace with the demands required for infrastructure nor generate enough utility income from rate payers or taxable income from real or personal property or wages to support the fiscal demands from public employers, schools, law enforcement, and fire & safety.

## **Anecdotal:**

Oregon County budgets according to the Oregonian newspaper (January 27, 2007 Metro section) are in crisis due to the federal safety net payment program being possibly curtailed. 33 counties depend on money from "The Secure Rural Schools and Community Self-Determination Act", of which Lane County is one says the Oregonian. According to the Association of Oregon Counties, counties receive \$107 million for county general funds, \$91 million for county road departments and \$31 million for schools. As these funds become no longer available from the Federal Government what "band-aid" or "stop-gap" proposals exist? Estimates have Lane County scorching the earth by 35% of its general budget. Cutting expenses is essential when income is lost but laying off 200 workers could have a reverse effect. The community needs strong visionary leadership to solve not only the immediate financial crisis, but also plan for our respective futures as well.

## **Historic Perspective:**

For 56 years the Wicklund family planned for its property's eventual development as a preferred site for community expansion. The decision however did not come until income from agricultural operations could no longer equal cost of goods sold. In 1977 harvest profitability on 65 tillable acres ended. The alternatives available to the Wicklunds were either expand operations from 65 tillable acres to 500 acres to maintain profitability or place debt on the property and reinvest into income producing property or Business opportunity investments. Manageable land adjacent to the Wicklunds could not be assembled to accommodate the 500 acre need and a loan against the property for any purpose other than agriculture can not be achieved due to an "exclusive farm use" zoning. The Wicklunds find themselves caught in a "Catch 22". No land to farm and no ability to pull equity out of the property for reinvestment.

The Wicklunds approached local lenders with a plan for equity reinvestment into commercial income producing property and business opportunity acquisition. According to lenders the Wicklund property can not be partitioned into smaller parcels of land because of zoning restrictions, therefore lenders would have little choice but to foreclose on the entire estate to seek remedies related to a balance owing on a loan should the proceeds of the income producing property and/or business opportunity be insufficient to repay the entire debt. The dilemma then becomes how can the Wicklund property be appraised for fair market value when it can not produce crops for profit nor has any commercial application?

With diminished returns in agriculture and no ability to reinvest equity dollars the Wicklunds made the decision to develop its property into a higher and better use. A reasonable plan considering the property is situated on the Urban Growth Boundary; is part of the robust industrial growth area of Gateway/International Way; and all services are to the site. The Wicklund ownership pre-dates Senate Bill 100 enacted in 1972 by twenty (20) years.

Adjacent property owners include Symantec, Peace Health, Federal Express, Oregon Medical Laboratories, Pacific Hospital Associates, Shorewood Packaging, Royal Caribbean, Lane Memorial Blood Bank, Liberty Bank, Hawes Financial Group, Holt Children Services and Farwest Steel.

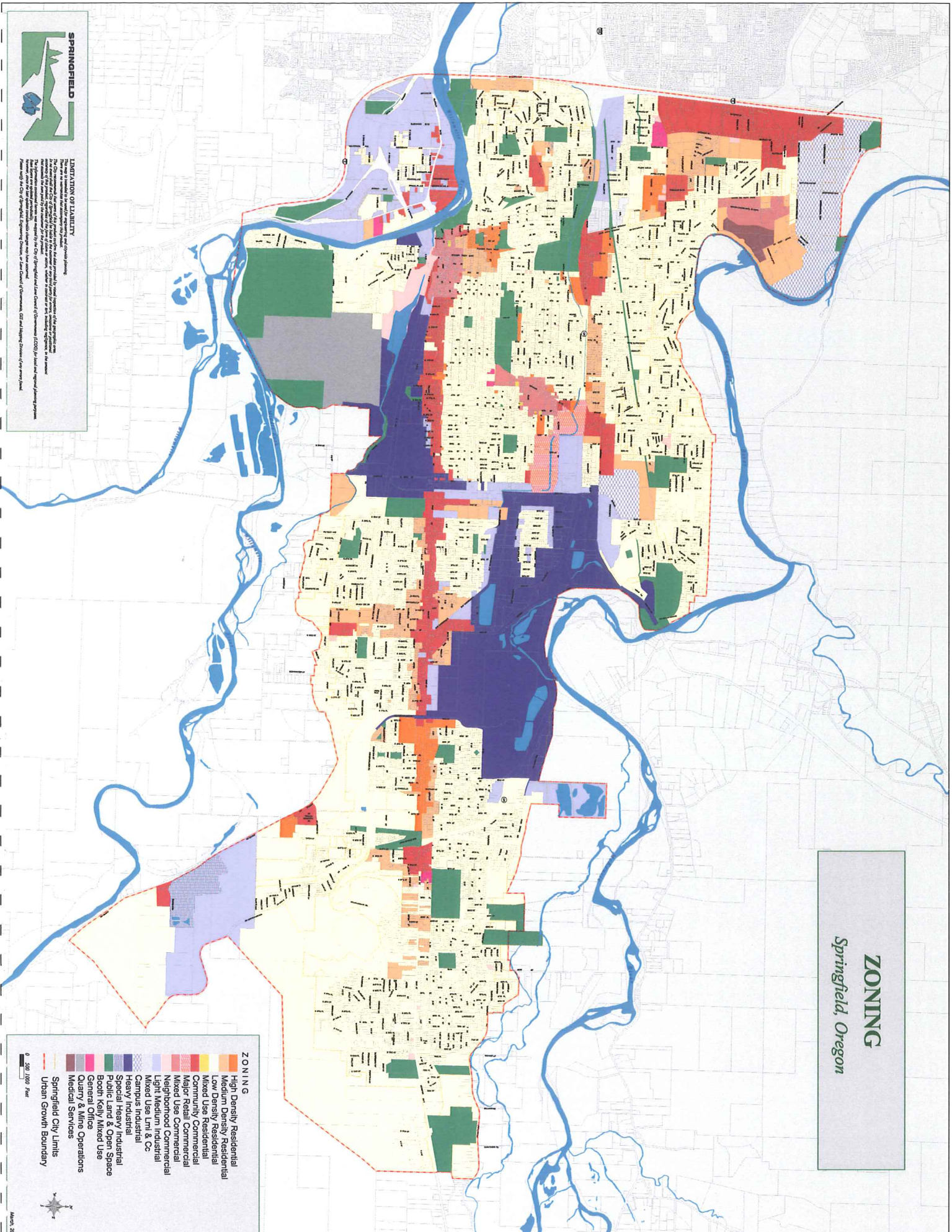
Interest from the Scientific Industry and Asia is now being formulated. Large regional and national manufacturers look for communities with an educated workforce and Eugene/Springfield is prominently positioned to meet that requirement. The Wicklund property's proximity to the University of Oregon, Oregon State University, and Lane Community College makes it an attractive alternative for companies now situated in the Silicon Valley, Midwest, and Asia.

**SECTION 3**



# ZONING

## Springfield, Oregon



**ZONING**

- High Density Residential
- Medium Density Residential
- Low Density Residential
- Mixed Use Residential
- Community Commercial
- Major Retail Commercial
- Mixed Use Commercial
- Neighborhood Commercial
- Light Medium Industrial
- Mixed Use Lmi & Cc
- Campus Industrial
- Heavy Industrial
- Heavy Industrial/Industrial
- Public Use & Open Space
- Booth, Kelly, Mixed Use
- General Office
- Quarry & Mine Operations
- Medical Services

Springfield City Limits  
Urban Growth Boundary

0 500 1000 Feet

March, 2007

**SPRINGFIELD**

**LIMITATION OF LIABILITY**

This map is intended to provide information and is not intended to be used as a legal document. The City of Springfield and its staff do not warrant the accuracy of the information shown on this map. The City of Springfield and its staff do not assume any liability for any errors or omissions on this map. The information shown on this map is for informational purposes only and should not be used as a legal document. The City of Springfield and its staff do not assume any liability for any errors or omissions on this map.



**Site Plan for Maple Isle Corporate Center**

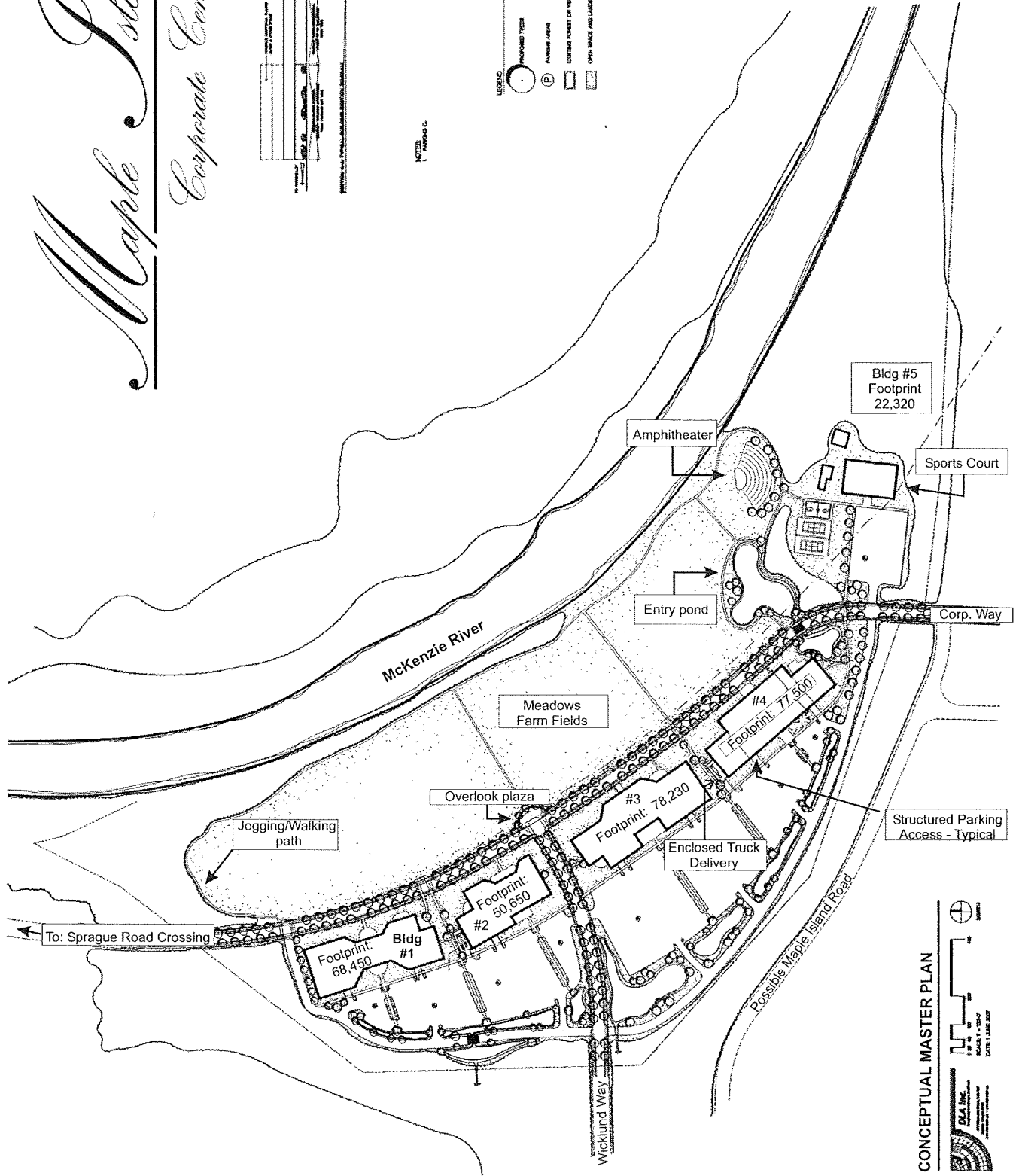


# Maple Isle Corporate Center

DATE: 11/15/07	BY: [Signature]
PROJECT: Maple Isle Corporate Center	SCALE: 1" = 100'
NOTES: 1. SEE ALL SHEETS FOR COMPLETE INFORMATION.	

NOTES:  
1. SEE ALL SHEETS FOR COMPLETE INFORMATION.

- LEGEND
- PROPOSED TREES
  - EXISTING TREES
  - EXISTING FOREST OR REGULATED AREA
  - OPEN SPACE AND LANDSCAPE AREAS



CONCEPTUAL MASTER PLAN

DLA Inc.
   
 10000 15th Avenue S.W.
   
 Suite 1000
   
 Seattle, WA 98148
   
 DATE: 11/15/07





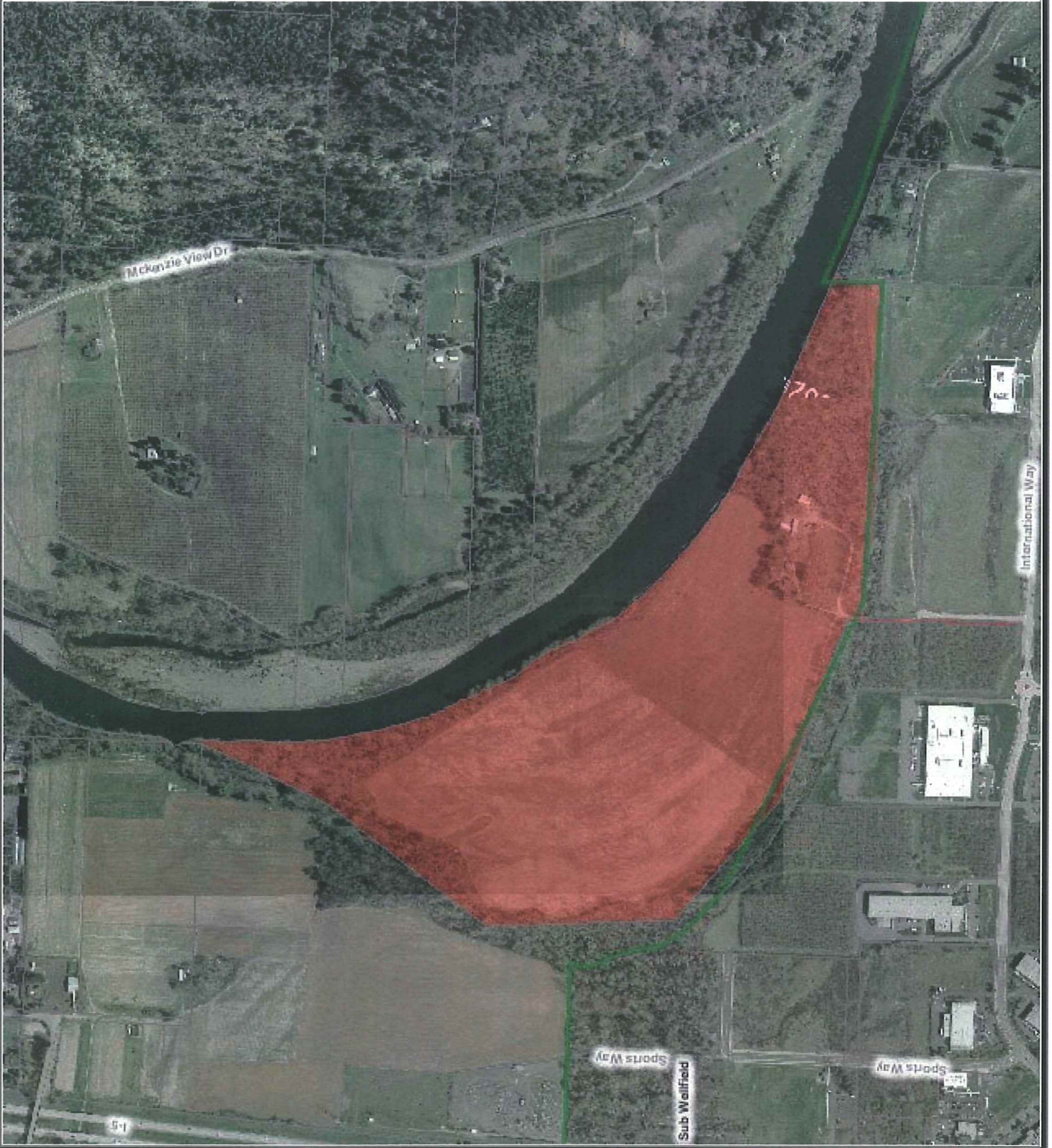
**3951 Maple Island  
Farm Rd.**

**Legend**

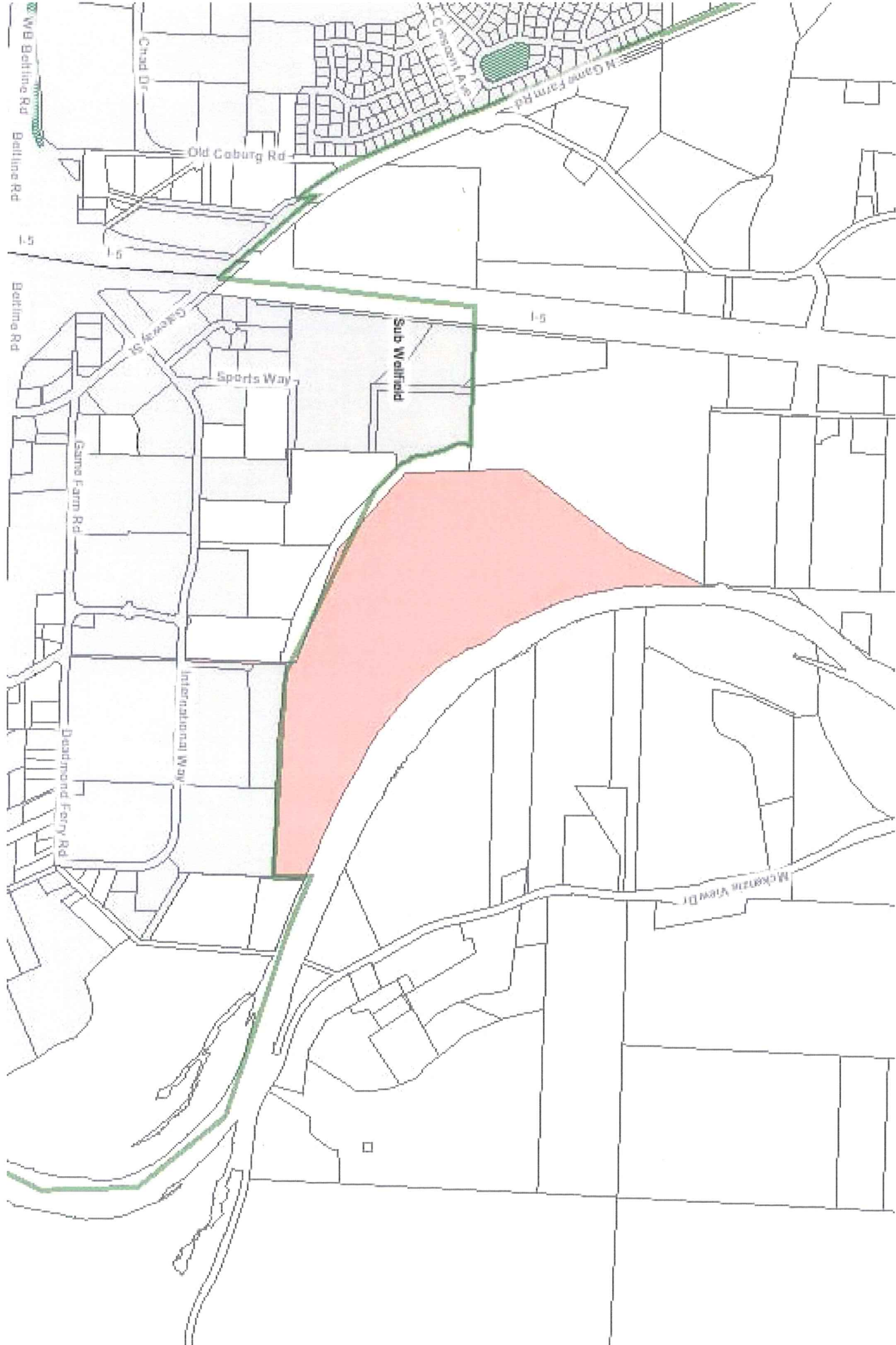
Urban Growth Boundary



Scale 1:10,000  
1 in = 833 ft







# Maple Isle Corporate Center

A Wicklund Living Trust Proposed Development

January 2010

### CLIENT

MAPLE WICKLUND  
WICKLUND & ASSOCIATES, LLC  
8720 SW PARKVIEW LOOP  
BEAVERTON, OR 97008-7311

## BOUNDARY SURVEY FOR WICKLUND LIVING TRUST, Dated October 1, 1991 N½ SEC.15, T.17S. R.3W. W.M. SPRINGFIELD, LAND COUNTY, OREGON SURVEYED: MARCH 11, 2008

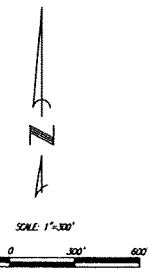
LANE COUNTY SURVEYORS OFFICE  
CSF NO. 40979  
FILE DATE: 08 APR 108

### NARRATIVE

THE PURPOSE OF THIS SURVEY IS TO LOCATE THE MAPLE ISLAND SLOUGH IN RELATION TO THE WESTERLY BOUNDARY OF THE PROPERTY SHOWN HEREON.

THE CENTERLINE OF MAPLE ISLAND SLOUGH WAS ESTABLISHED BY LOCATING THE TOE OF BANK AND CALCULATING THE MEAN.

THE WESTERLY BOUNDARY OF THE PROPERTY WAS ESTABLISHED BY HOLDING FOUND MONUMENTS PER R.1; THE EASTERLY BOUNDARY, BEING THE LEFT BANK OF THE MCKENZIE RIVER, WAS ESTABLISHED BY HOLDING RECORD BEARINGS AND DISTANCES PER R.1; THE SOUTHEAST BOUNDARY NORTH OF MAPLE ISLAND SLOUGH WAS ESTABLISHED BY HOLDING FOUND MONUMENTS PER R.2 AND R.3; THE SOUTHERLY BOUNDARY ALONG LPPN 93-P0421 WAS ESTABLISHED BY HOLDING RECORD BEARINGS AND DISTANCES PER R.3 AND RECORD DISTANCES PER R.2; THE STRIP OF LAND LYING SOUTH OF THE DLC LINE WAS ESTABLISHED BY HOLDING RECORD BEARINGS AND DISTANCES PER R.4.



### LEGEND

- BOUNDARY
- - - CENTERLINE
- - - DLC LINE
- - - ADJACENT LOT LINE
- - - CENTERLINE OF SLOUGH
- - - TOP OF BANK
- - - TOE OF BANK
- FOUND MONUMENT, AS NOTED
- FOUND BRASS CAP, AS NOTED
- FOUND REFERENCE MONUMENT, AS NOTED
- NOTHING FOUND, NOTHING SET
- FOUND
- LANE COUNTY SURVEYOR'S OFFICE
- DONATION LAND CLAIM
- LPPN
- LPPN
- IRON ROD
- IRON PIPE

### REFERENCES

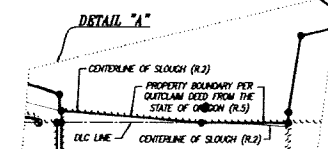
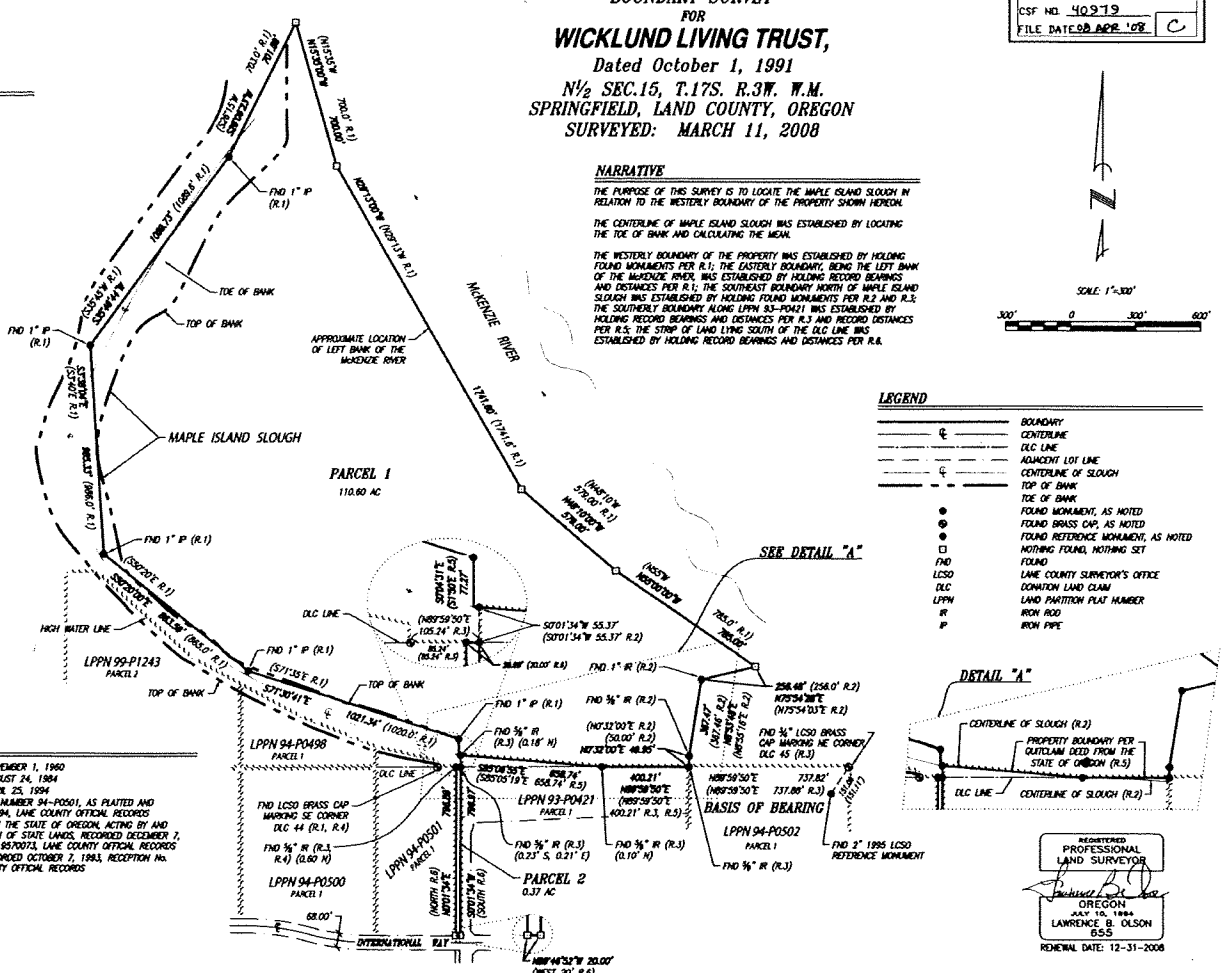
- (R.1) CSF 11942 FILED NOVEMBER 1, 1960
- (R.2) CSF 26794 FILED AUGUST 24, 1984
- (R.3) CSF 31927 FILED APRIL 25, 1994
- (R.4) LAND PARTITION PLAT NUMBER 94-P0501, AS RELATED AND RECORDED MAY 6, 1994, LANE COUNTY OFFICIAL RECORDS
- (R.5) OUTCLAIM DEED FROM THE STATE OF OREGON, ACTING BY AND THROUGH THE DIVISION OF STATE LANDS, RECORDED DECEMBER 7, 1995, RECEPTION NO. 9570073, LANE COUNTY OFFICIAL RECORDS
- (R.6) WARRANTY DEED, RECORDED OCTOBER 7, 1993, RECEPTION NO. 9340454, LANE COUNTY OFFICIAL RECORDS

ASSESSOR'S MAP 17-03-15-4 TL 400

OLSON & MORRIS 380

Q. ST. SPRINGFIELD, OR. 97477 (541) 302-9790

LANE COUNTY SURVEYORS OFFICE, 1000 NE 10TH ST., SUITE 200, MEDFORD, OR 97504-1000, PH: (541) 753-3400, FAX: (541) 753-3401, WWW.LANE-COUNTY.SURVEYORS.OFFICE.ORG



REGISTERED  
PROFESSIONAL  
LAND SURVEYOR  
JULY 19, 1984  
LAWRENCE B. OLSON  
B.S.  
RENEWAL DATE: 12-31-2008

**SECTION 4**

---

**SECTION 4**

**LAND USE SCHEDULE & PROCESS:**

The Trust will demonstrate how quality dimensional building sites are an absolute necessity to commerce and industry. It will demonstrate why small infill lots can not be assembled in mass sufficient in size and at a competitive price to make economic sense out of certain geographical areas of Lane County and why this particular site is of such high priority.

Preliminary information provided the Trust from Portland and Eugene planning experts suggests it would be reasonable to assume two phases of study may be necessary should an expedited annexation not be achieved.

**PHASE 1**

**Identify and evaluate UGB amendment alternatives.** Assess the impacts and advisability of bringing all or a portion of the property outside the floodway into the UGB. This will include examining the potential use of the property, the cost of potentially redesignating the floodway to avoid the Wicklund property; and the effects of a smaller UGB amendment on the findings and potential political support associated with the proposed amendment. An assessment of political support from Springfield and Eugene, as well as Lane County is important.

- 
- Assess the cost and feasibility of floodplain re-designation

---

  - Assess costs and effort associated with partitioning process

---

  - Meet with city and county staff or elected officials (Springfield, Eugene and Lane County)

---

  - Evaluate advantages/disadvantages of alternative approaches

---

  - Evaluate whether a constrained site meets the needs of C-1 land

---

  - Review the zoning code for permitted uses within and outside of floodplain

---

  - Coordinate with Army Corps of Engineers regarding floodplain designation and process re-designation, and other consulting firms or agencies, as needed

---

  - Evaluate the implications of re-designating the floodplain designation, including the estimated cost of redesignation

---

  - Determine whether to proceed with complete or constrained site

---



**Assess Land Needs for Future Commercial and Industrial development.** Determining the future need for industrial land within the UGB and particularly large sites such as the Wicklund property will be central to justifying a UGB amendment. Our planners intend to enlist assistance from market economist for this task. We will build on and potentially refine information from the EcoNorthwest (ECONW) Commercial and Industrial Lands Supply analysis as part of this task, recognizing that the findings of that report were fairly general in nature.

- 
- Consult with City staff about the perceived need for employment land

---

  - Identify employment needs for Springfield/Metro area

---

  - Evaluate available supply of employment lands (all CI and C-1)

---

  - Compare supply and need for employment lands (all CI and C-1)

---

  - Determine whether a deficiency of C-1 land exists

---

## **PHASE 2**

**Compare and assess Wicklund property and alternative sites per UGB amendment criteria and other considerations.** This task will build on results of our preliminary work. The overall goal of this task will be to identify the Wicklund property as the most appropriate site for an expansion of the UGB to meet the need for additional campus industrial land, particularly in comparison to properties that would potentially receive a higher priority based on state requirements and guidelines. Post Acknowledgement Plan Amendment (PAPA) would subsequently follow.

- 
- Identify land suitability characteristics

---

  - Identify alternative sites

---

  - Site visits

---

  - Evaluate sites per UGB criteria, availability, and other suitability characteristics

---

  - Meet with city planning and economic development staff

---

  - Stakeholder meetings with adjacent property owners

---

  - Rank the Wicklund property against alternative sites

---

**Floodplain Re-Designation.** This task would be undertaken if the results warrant it. We have not yet estimated the cost to complete this task. Our planners take lead responsibility for this task.

**Schedule: Months 3 - 4**

**Draft UGB amendment findings associated with the proposed use for the Wicklund property.** Successful amendment of a UGB depends on the ability to draft defensible findings in compliance with statewide goals, statutes and administrative rules. We would enlist the assistance of a land use attorney to review and suggest refinements to our draft findings. Our planners would have lead responsibility for this task with assistance from local planning and an environmental consulting firms, as needed to prepare an analysis of impacts on environmental, energy, economic and social resources (ESEE analysis).

- Demonstrate compliance with Goal 14
- Identify and evaluate issues with other statewide goals (e.g., Goals 9 and 11) and local plans and policies
- Consult with DLCD
- Revise in consultation with land use attorney
- Identify any significant environmental resources
- Identify potential adverse impacts to environmental, energy, economic and social resources and propose mitigation measures

**Schedule: Months 5 - 7**

- 1. Coordination with City of Springfield and other agency staff.** Because the UGB amendment process will potentially involve both cities in the area and Lane County, it will be important to communicate and coordinate with staff from all three jurisdictions, as well as the Department of Land Conservation and Development (which ultimately must approve the amendment) and other affected or interested state and federal agencies.

- Meetings with City of Springfield staff, elected officials
- Meetings with City of Eugene staff, elected officials
- Meetings with Lane County staff
- Consultations with other agencies as needed

**Schedule: Months 3 - 7**

- 2. Attend public meetings and hearings associated with the UGB amendment process.** We have estimated time to attend the minimum number of required hearings for the UGB amendment process. We will be available to attend more meetings at additional cost, as desired.

- |   |
|---|
| - Attend two joint public hearings                            |
| - Attend one Metropolitan Policy Committee meeting, as needed |

***Schedule: Months 8 - 10***

- 3. Land Partitioning (*Optional Task*).** This task would be undertaken if the results of Task 1 indicate that it would be preferable to bring only a portion of the property into the UGB. Our Planners would have lead responsibility for completing it.

# MAPLE ISLE CORPORATE CENTER



Where commerce  
industry and  
nature collaborate

A Wicklund Living Trust Development

# ASSESSOR'S MAP

Subject Property:

3951 Maple Island Farm Rd, Springfield, OR 97477

17-03-15-40-00400

- RLID Detailed Property Report
- Assessor's Map
- Vesting

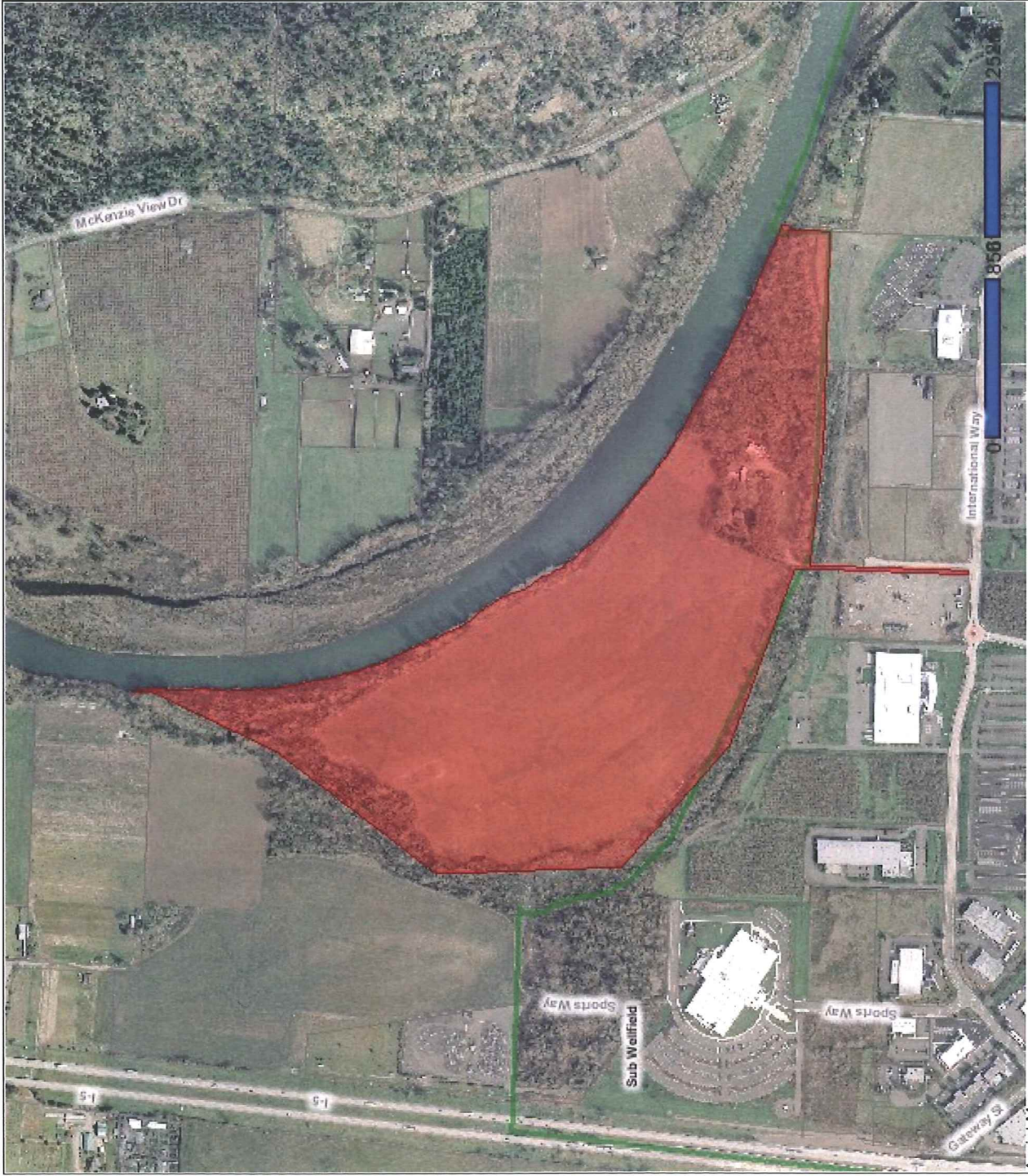
Disclaimer: This is a courtesy product compliments of the Land Development/Builder Services Division of Fidelity National Title. The information provided is not guaranteed in any manner as to accuracy.



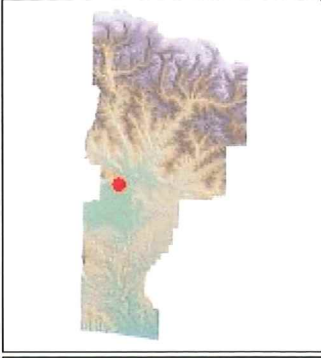
**Fidelity National Title Company**



3951 Maple Island Farm Rd.



Aerial Map





## Detailed Property Report

**Site Address** 3951 MAPLE ISLAND FARM RD Springfield, OR  
97477-9404

**Map & Taxlot #** 1703154000400

**SIC** N/A

**Tax Account #** 0150118 <sup>a</sup>

<sup>a</sup> Additional site address(es) are associated with this tax account

**Property Owner 1**  
WICKLUND DORCAS L TE  
3951 MAPLE ISLAND FARM RD  
SPRINGFIELD, OR 97477

See **Owner/Taxpayer** section for additional owners

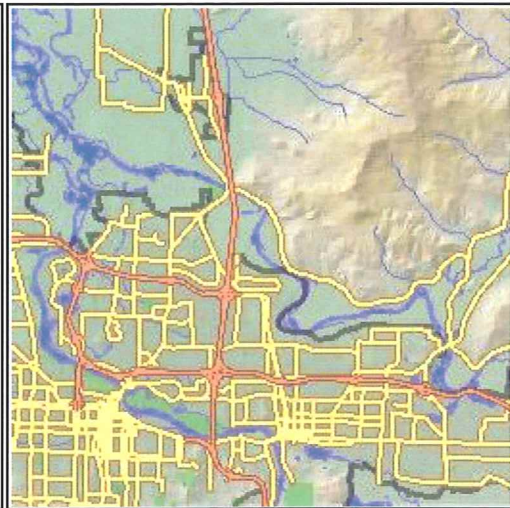
**Approx. taxlot acreage** 102.00

**Tax account acreage** 80.60

**Code Split** - Other land tax account(s) associated with this taxlot **0150126**

**Map & Taxlot # 1703154000400**

not available



### Improvements

**Dwelling 1 / Building Type » Class 3 dwelling**

**Assessor Photo**

**Assessor Sketch**

image not available

image not available

<b>Inspection Date</b>	02/03/1994	<b>Bedrooms</b>	5	<b>Roof Style</b>	Gable
<b>Building Class</b>	3	<b>Full Bath(s)</b>	1	<b>Roof Cover</b>	Comp shingle medium
<b>Year Built</b>	1920	<b>Half Bath(s)</b>	0	<b>Fireplace(s)</b>	Yes
<b>Effective Year Built</b>	1920	<b>Depreciation</b>	30%	<b>Improvement Complete</b>	100 %

### Floor Characteristics

	Base Sq Ft	Finished Sq Ft	Exterior	Heat
<b>1st Floor</b>	1510	1510	Shingle-wood	Forced hot air
<b>Attic</b>	576	576	N/A	data not available
<b>Basement</b>	1272	0	N/A	data not available
<b>Total Sq Ft</b>	<b>3358</b>	<b>2086</b>		

### Other Square Footage

**Detached Garage** N/A **Attached Garage** N/A  
**Basement Garage** N/A **Carport** N/A

**Regional Land Information Database (RLID)**

**Paved Patio** N/A **Driveway** N/A

**Dwelling 2 / Building Type » Class 3 dwelling**

**Assessor Photo**      **Assessor Sketch**

image not available    image not available

<b>Inspection Date</b>	02/03/1994	<b>Bedrooms</b>	1	<b>Roof Style</b>	Gable
<b>Building Class</b>	3	<b>Full Bath(s)</b>	2	<b>Roof Cover</b>	Comp shingle medium
<b>Year Built</b>	1944	<b>Half Bath(s)</b>	0	<b>Fireplace(s)</b>	No
<b>Effective Year Built</b>	1970	<b>Depreciation</b>	21%	<b>Improvement Complete</b>	100 %

**Floor Characteristics**

	<b>Base Sq Ft</b>	<b>Finished Sq Ft</b>	<b>Exterior</b>	<b>Heat</b>
<b>1st Floor</b>	1269	1269	T 111 plywood	Baseboard
<b>2nd Floor</b>	609	609	T 111 plywood	data not available
<b>Total Sq Ft</b>	<b>1878</b>	<b>1878</b>		

**Other Square Footage**

<b>Detached Garage</b>	N/A	<b>Attached Garage</b>	N/A
<b>Basement Garage</b>	N/A	<b>Carport</b>	N/A
<b>Paved Patio</b>	N/A	<b>Driveway</b>	N/A

**Site Address Information**

**3951 MAPLE ISLAND FARM RD  
SPRINGFIELD, OR 97477-9404**

<b>House #</b>	3951	<b>Suffix</b>	N/A	<b>Pre-directional</b>	N/A
<b>Street Name</b>	MAPLE ISLAND FARM	<b>Street Type</b>	RD	<b>Unit type / #</b>	N/A
<b>Mail City</b>	SPRINGFIELD	<b>State</b>	OR	<b>Zip Code</b>	97477
<b>Zip + 4</b>	9404	<b>Create Date</b>	Jul 02, 1986	<b>Update Date</b>	Jan 23, 2009

**Land Use** 1111 Single Family Housing  
**USPS Carrier Route** R006

Additional site address(es) attached to this tax account

- 3959 MAPLE ISLAND FARM RD

**General Taxlot Characteristics**

<b>Geographic Coordinates</b>		<b>Taxlot Characteristics</b>	
<b>State Plane (X-Y)</b>		<b>Incorporated City</b>	none
<b>X</b>	4255898	<b>Limits</b>	
<b>Y</b>	893972	<b>Urban Growth</b>	none
<b>Latitude/Longitude</b>		<b>Boundary</b>	
<b>Latitude</b>	44.0919	<b>Year Annexed</b>	N/A
<b>Longitude</b>	-123.0327	<b>Annexation #</b>	N/A
<b>Zoning</b>		<b>Approximate</b>	102.00
<b>Zoning</b>	Lane	<b>Taxlot Acreage</b>	
<b>Jurisdiction</b>	County	<b>Approx Taxlot Sq</b>	4,443,120
<b>Parent Zone</b>	E30	<b>Footage</b>	
	EXCLUSIVE FARM USE (30 ACRE MINIMUM)		



**Regional Land Information Database (RLID)**

**Land Use**  
**General Land Use**  
**Code Description**  
 S Single Family  
 V Vacant  
**Detailed Land Use**  
**Code Description**  
 1111 Single Family Housing  
 9100 Vacant, Unused, Undeveloped Land

**2000 Census Tract** 2101  
**2000 Census Block** 1  
**Group**  
**Plan Designation** Metro Plan Map  
**Eugene** N/A  
**Neighborhood**  
**Metro Area Nodal** No  
**Dev Area**  
**Eugene Historic** N/A  
**Property Name**  
**Historical** No  
**Landmark?**  
**National** No  
**Historical**  
**Register?**

**Service Providers**

---

**Fire Protection Provider** Willakenzie/Spingfield RFPD  
**Ambulance Provider** Springfield Dept of Fire & Life Safety  
**Ambulance District** EC  
**Ambulance Service Area** East/Central  
**LTD Service Area?** Yes  
**LTD Ride Source?** Yes  
**Soil Water Cons. Dist/Zone** UPPER WILLAMETTE / 0  
**Emerald People's Utility District** N/A

**Environmental Data**

**FEMA Flood Hazard Zone(s)**

**CodeDescription**

AE Areas of 100-year flood, base flood elevations determined.  
 FW Floodway areas inside the 100-year flood, base flood elevations determined.

**FIRM Map Number** 41039C1133 F (tif | pdf)  
**Community Number** 415591  
**Post-FIRM Date** 12/18/1985  
**Panel Printed?** Yes

**Soils**

Soil Map Unit Number	Soil Type Description	% of Taxlot	Ag Class	Hydric
114	RIVERWASH	6%	0	Yes
22	CAMAS GRAVELLY SANDY LOAM, OCCASIONALLY FLOODED	15%	4	No
26	CHEHALIS SILTY CLAY LOAM, OCCASIONALLY FLOODED	0%	2	No
48	FLUVENTS, NEARLY LEVEL	35%	0	Yes
95	NEWBERG FINE SANDY LOAM	45%	2	No
W	WATER	0%	0	No

## Regional Land Information Database (RLID)

### Schools

---

School	CodeName
School District	4J EUGENE
Elementary School	4157 Bertha Holt
Middle School	524 Monroe
High School	538 Sheldon

### Political Districts

---

Election Precinct	100091	State Representative	11
City Council Ward	N/A	District	
City Councilor	N/A	State Representative	Phil Barnhart
County Commissioner	2	State Senate District	6
District	Springfield	State Senator	William Morrisette
County Commissioner	Bill Dwyer		
EWEB Commissioner	N/A		
LCC Board Zone	3		

### Liens

---

RLID does not contain any lien data for this jurisdiction

### Building Permits

---

RLID does not contain any building permit data for this jurisdiction

### Land Use Applications

---

RLID does not contain any landuse application data for this jurisdiction

### Petitions

---

RLID does not contain any petition data for this jurisdiction

### Tax Statements (current and previous tax years)

---

ACCOUNT#: 0150118

View tax statement(s) for: 2009 2008

### Owner/Taxpayer

#### Owners

---

No.	Owner	Address	City/State/Zip
1	WICKLUND DORCAS L TE	3951 MAPLE ISLAND FARM RD	SPRINGFIELD, OR 97477
2	WICKLUND ERIC D TE	3951 MAPLE ISLAND FARM RD	SPRINGFIELD, OR 97477
3	WICKLUND LIVING TRUST	3951 MAPLE ISLAND FARM RD	SPRINGFIELD, OR 97477

#### Taxpayer

---

Party Name	Address	City/State/Zip
WICKLUND ERIC D TE	3951 MAPLE ISLAND FARM RD	SPRINGFIELD, OR 97477

**Regional Land Information Database (RLID)**

Data source: Lane County Assessment and Taxation

**Account Status**

Status Active Account Current Tax Year

Code Split - Other land tax account(s) associated with this taxlot **0150126**

Account Status none  
Remarks Potential Additional Tax  
Special Assessment Program Zoned Farm

Data source: Lane County Assessment and Taxation

**General Tax Account Information**

Tax Account Acreage 80.60  
Fire Acres N/A  
Property Class 551 FARM, EFU, IMPROVED  
Statistical Class 130 CLASS 3 SINGLE FAMILY HOME  
Neighborhood Code 20764  
Category Land and Improvements

Data source: Lane County Assessment and Taxation

**Township-Range-Section / Subdivision Data**

Subdivision Type N/A      Subdivision Name N/A      Subdivision N/A  
Number  
Phase N/A      Lot/Tract/Unit # TL 00400      Recording N/A  
Number

Data source: Lane County Assessment and Taxation

**Property Values & Taxes**

The values shown are the values certified in October unless a value change has been processed on the property. Value changes typically occur as a result of appeals, clerical errors and omitted property. The tax shown is the amount certified in October. This is the full amount of tax for the year indicated and does not include any discounts offered, payments made, interest owing or previous years owing. It also does not reflect any value changes.

Year	Real Market Value (RMV)		Total Assessed Value		Tax
	Land	Improvement	Total		
2009	\$494,783	\$227,490	\$722,273	\$271,399	\$2,313.74
2008	\$486,285	\$385,370	\$871,655	\$263,610	\$2,667.36
2007	\$436,060	\$363,780	\$799,840	\$256,046	\$2,571.91
2006	\$320,429	\$359,490	\$679,919	\$249,251	\$2,573.49
2005	\$280,604	\$234,460	\$515,064	\$242,101	\$2,225.11
2004	\$250,848	\$198,820	\$449,668	\$235,173	\$1,919.35

**Regional Land Information Database (RLID)**

2003	\$202,446	\$197,250	\$399,696	\$228,431	\$1,875.04
2002	\$147,660	\$201,280	\$348,940	\$221,898	\$1,942.80
2001	\$190,468	\$205,390	\$395,858	\$215,554	\$1,769.61
2000	\$155,480	\$205,390	\$360,870	\$209,402	\$1,826.21
1999	\$154,200	\$193,760	\$347,960	\$203,148	\$1,731.55
1998	\$129,550	\$199,750	\$329,300	\$196,341	\$1,659.51
1997	\$127,010	\$188,610	\$315,620	\$191,008	\$1,685.99
1996	\$118,700	\$186,770	\$305,470	\$225,900	\$1,764.64
1995	\$104,120	\$176,360	\$280,480	\$212,230	\$1,695.98

**Current Year Assessed Value** \$271,399  
**Less Exemption Amount \*** N/A  
**Taxable Value** \$271,399  
**Frozen Assessed Value \***

Data source: Lane County Assessment and Taxation

**Tax Code Area & Taxing Districts**

**2009-2010 Lane County Assessment & Taxation Billing Rate Document**




**Tax Code Area (Levy Code) for current tax year** 00401

**Taxing Districts for TCA 00401**

LANE EDUCATION SERVICE DISTRICT  
 LANE COUNTY  
 LANE COMMUNITY COLLEGE  
 EUGENE SCHOOL DISTRICT 4J

Data source: Lane County Assessment and Taxation

**Sales & Ownership Changes**

Sale Date	Sale Price	Doc #	Image	Analysis Code	Multiple Accts?	Grantor(s)	Grantee(s)
09/27/1993	\$0	1993-64053		6	data not available	WICKLUND, ERIC DOUGLAS & DORCAS LOUI	data not available
03/17/1992	\$0	1992-32665		6	data not available	WICKLUND, ERIC DOUGLAS & DORCAS LOUI	data not available
09/25/1991	\$833	1991-53208		K	data not available	WICKLUND FARMS	data not available

Data source: Lane County Assessment and Taxation

# FLOOD PLAIN

Subject Property:

3951 Maple Island Farm Rd., Springfield, OR 97477

17-03-15-40-00400

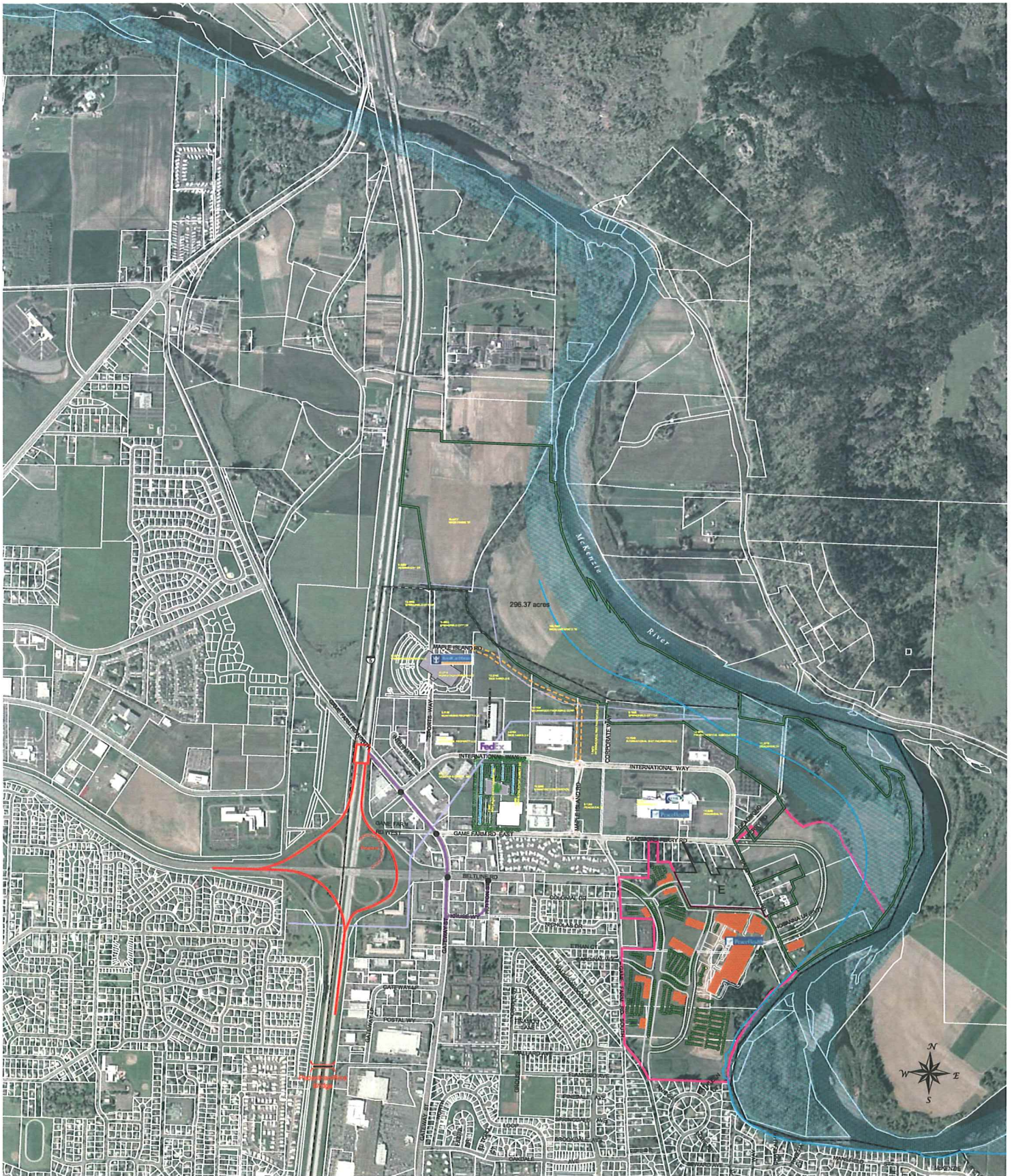
- LANE COUNTY Flood Map  
FEMA-FIRM (Food Insurance Rate Map)  
Panel 1133 of 2975

Disclaimer: This is a courtesy product compliments of the Land Development/Builder Services Division of Fidelity National Title. The information provided is not guaranteed in any manner as to accuracy.



**Fidelity National Title Company**





Aerial Source: March, 2004

## Tourism Options for North Gateway Area

### Springfield, OR



- ROW Alternative (not official)
- Urban Growth Boundary
- Floodway (from David Evans & Associates Figure 6.2 Corrected Effective Model 100 and 500 Year Floodplain and Floodway, 11-03-2002)
- Floodway

- Intersection Improvements 15/Bellline 2006
- Gateway/Bellline 2009
- Intersection

**SPRINGFIELD**

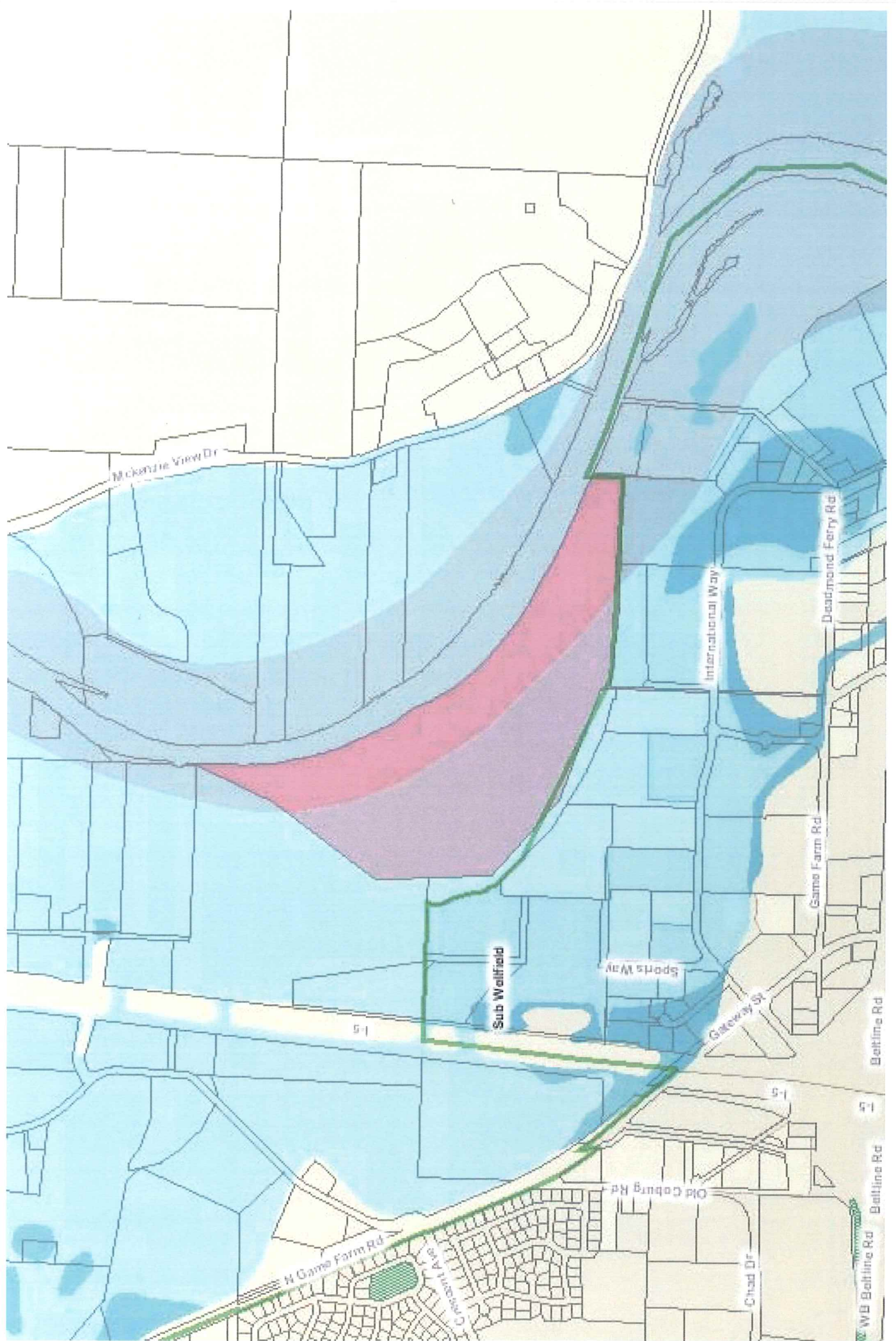
**LIMITATION OF LIABILITY**

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The City represents the accuracy of the data provided by third parties of the geographic area. It is the user's duty to verify the accuracy of any data used in any design or construction project. The City is not responsible for any design or construction project. The City is not responsible for any design or construction project. The City is not responsible for any design or construction project.

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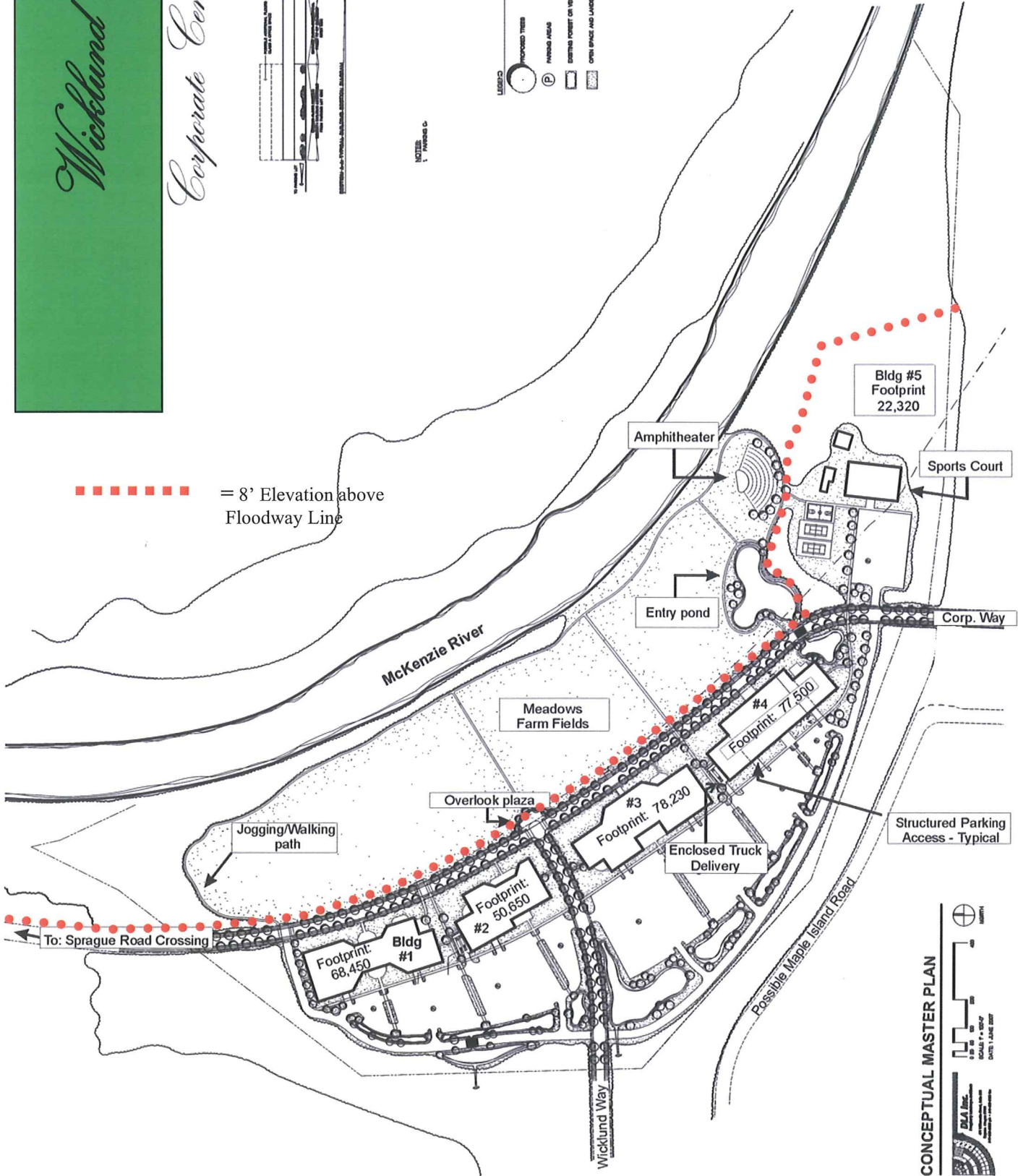


# Wicklund

## Corporate Center



----- = 8' Elevation above Floodway Line



**CONCEPTUAL MASTER PLAN**

DJA Inc.  
 1000 1st Avenue, Suite 100  
 Seattle, WA 98101  
 PHONE: 206.461.1111  
 FAX: 206.461.1112  
 WWW: www.dja.com

SCALE: 1" = 50'-0"

DATE: 1 JAN 2007





## WICKLUND LIVING, TRUST

3951 MAPLE ISLAND FARM ROAD

SPRINGFIELD, OR 97477

---

September 17, 2009

Mr. Kenneth J. Vogeney, P.E.  
City Engineer  
PUBLIC WORKS DEPARTMENT

Mr. Andrew Limbird  
Urban Planning Division  
225 Fifth Street  
Springfield, OR 97477

Re: Case No. LRP2008-00016  
Stormwater Management Plan Addendum 1

Misters Vogeney and Limbird:

Ken thank you for your prompt response to my email of September 14, 2009 it is appreciated. On behalf of the Wicklund Living Trust I want to take this opportunity to add a few additional remarks in conjunction with the above referenced Stormwater Management Plan Addendum 1 as it might relate to projects #118 and #223. My comments are intended to assist Eugene/Springfield Public Facilities and Services address the three specific needs in the addendum, *capacity/localized flooding; expansion to serve new development; and water quality.*

As perhaps North Gateway Region's largest contiguous land owner to the Urban Growth Boundary some anecdotal stormwater background may perhaps help explain concerns the Trust has with projects #118 & #223.

**SONY Disc Manufacturing Plant:**

1. Prior to the purchase of approximately 30 acres and construction of Sony's Disc Manufacturing plant at 123 International Way in 1994, *now occupied by Peace Health's OML medical laboratory*, and Shorewood Packaging's purchase of 14.10 acres (*555 International Way*) diagonally northwest across International Way from Sony in 1995 a natural stormwater ditch meandered through north gateway. The then largest adjacent property owners to the ditch; Larry Brabham, Harold Rice, Paul Koppe, and Harry Mersdorf used the ditch to their advantage during high water to permit stormwater flow to naturally migrate west (downhill) towards the now Eugene Register Guard property more commonly referred to as 3500 Chad Drive west of I-5 freeway. The elevation of the OML plant is at approximately 435' feet above sea level while the Register Guard's property is approximately 425'.
2. In approximately 1995 the City of Springfield constructed International Way filling in the natural ditch only to find a year later Mr. Thomas Costabile, Senior Vice President of operations for the Sony Disc Plant preparing legal action against City engineering because his plant flooded in 1996. Evidently the Sony flooding resulted from the apparent inability of the stormwater systems to discharge water into the McKenzie River while the river's banks were swollen. So where did the water go? It went where it always did, down International Way toward Sony's plant by backing up through the stormwater pipes. The Trust believes steps were shortly taken thereafter to mitigate future Sony stormwater flooding by going upstream along Peace Health's Riverbend property and Baldy View Lane making improvements there that would indirectly impact favorably the Sony Disc Manufacturing Plant stormwater issues downstream. I am not aware of any easements made by and between Peace Health, the City of Springfield and Sony with regard to this mitigation.

Why the history lesson? The City's engineering department is excellent and is of course responsible for properties inside the City limits and not outside the Urban Growth Boundary. As EcoNorthwest prepares to submit the City its inventory of commercial industrial buildable lands (CIBL) the Trust is optimistic its property will contribute



## WICKLUND LIVING, TRUST

3951 MAPLE ISLAND FARM ROAD

SPRINGFIELD, OR 97477

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significantly in meeting the City's future CIBL land needs. The Trust believes should its real estate be annexed into the City of Springfield and gain commercial/industrial rezone very little impact on "AS IS" channel and riparian area improvements for water quality along Maple Island Slough will be required on behalf of Wicklund's property as its natural stormwater *outfall* dynamic already provides McKenzie River access bordering its property to the north and the Maple Island Slough to the south. Downstream properties will not be impacted by impervious surfaces the Trust's property might require as the Maple Island Slough and McKenzie River will discharge all of its stormwater. It should also be pointed out no flood waters have ever crossed the Trust property and you are encouraged to research that back as far into recorded history as you can find. In addition, there is no access from the McKenzie River at the Trust's NE property corner as it is 13' above the current river table to the Maple Island Slough. In fact a forest abuts the Trust's eastern property line providing amazing stability to the property. Because of the unique characteristics of the Wicklund Trust Property's stormwater outfall any future development would appear to have little to no impact on the hydrologic regime for both flow and volume. Below I will discuss bridge mitigation over the slough that may play an important role in your overall Stormwater Management Plan Addendum 1 and provide the "AS IS" benefit the Trust now enjoys with the Maple Island Slough to extend to adjacent property owners to the south.

In the "*Stormwater Management Plan Addendum 1*", it states downstream property owners must accept water that naturally comes to their land from above. The Wicklund Trust property with the forest to its east and slough to its south has never been influenced by upstream property owners, most likely in part to the aforementioned ditch (now International Way) and the Maple Island Slough. Even with International Way's construction the 1996 flood waters impacting Sony's property did not impact the Trust's property.

With regard to projects #118 and #223 both cause concern to the Trust without studying the actual Stormwater Management Plan in greater detail. With regard to project #118, a large bioswale designed to remove silt and pollution from surface runoff water was constructed by City engineering in about 1995 and is situated just east of Corporate Way. To date it handles very little stormwater as adjacent property is not developed thus no impervious surfaces exist around it. But that will change once Liberty Bank and Lane Blood Bank commence with their construction plans and wish to use the slough as their future stormwater outfall. The Maple Island Farm Road that now crosses the slough and leads to the Wicklund Trust's 110 acres will surely act as a dam to waters being discharged into the slough to the east of the road. The SOLUTION would be an immediate construction of a bridge similar to that now seen at 42<sup>nd</sup> and Industrial Avenue in Springfield and constructed to accommodate the Mt Hood Beverage building development on the John Hammer property. (See Below)





## WICKLUND LIVING, TRUST

3951 MAPLE ISLAND FARM ROAD

SPRINGFIELD, OR 97477

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With regard to the aforementioned bioswale, little water ever is seen in it as no impervious surfaces exist today that would otherwise discharge stormwater into it and subsequently into the Maple Island Slough. However in the opinion of the Trust the design plan has challenges as the Maple Island Farm Road and still another road at the Trust's southwest corner of its property crossing the slough becomes problematic. Please note, the location of the second road is just north of the Sports Way's outfall by Royal Caribbean. Both roads cross the slough and will cause damming onto the Trust property. The Maple Island Farm Road and what the Trust refers to as the Houck Construction Company road, constructed back in the mid 60's when Houck acted as a contractor building I-5 Freeway, are permanent fixtures to the terrain. Both roads are engineered rock roads crossing the slough and are significantly higher than the outfalls near project #118 and Sports Way's project #223. The Trust feels the solution would be to add two bridges similar to that seen above, one at Corporate Way and the other at Sports Way.

The damming effect caused by Maple Island Farm Road and what the Trust refers to as the Houck Construction Road will certainly back stormwater up between project #118 and #223 and flood the Trust's property. This is not acceptable. The Trust proposes the City provide a 60' bridge crossing just west of project #118 at Corporate Way then still another at the Trust's southwest corner of its property to provide adequate stormwater flow through Maple Island Slough as water makes its way downhill to the McKenzie River. Should the intent of the Stormwater Management Plan Addendum 1 be to fully utilize the natural characteristics of the Maple Island Slough for City development purposes for the North Gateway Area then in the opinion of the Trust the two bridges become vital to Eugene/Springfield Public Facilities and Services agenda while preventing a similar event as seen with Sony in 1996.

Should you have any questions or comments please do not hesitate to contact me.

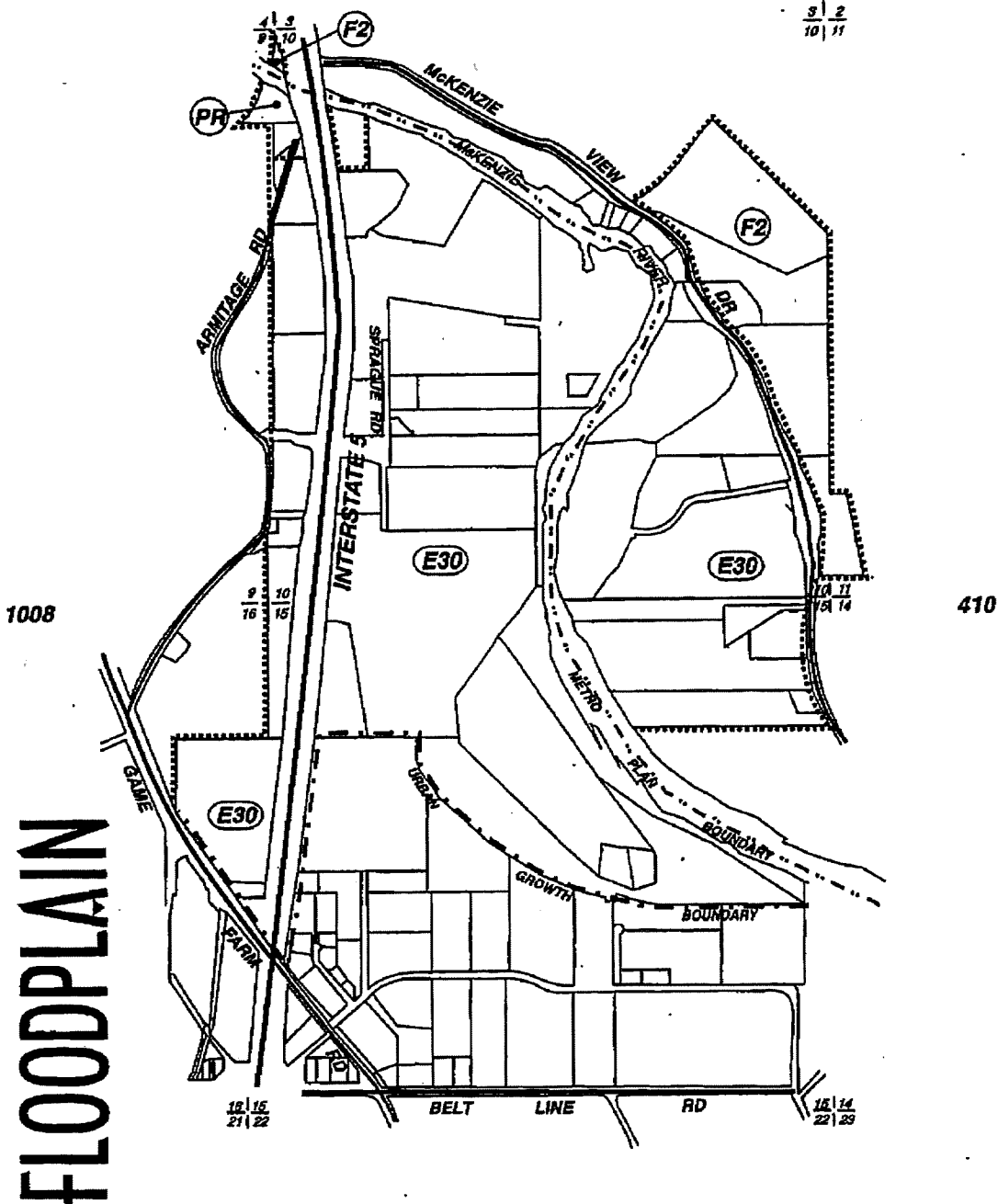
Again, thank you for your email and I look forward to future contacts.

Sincerely,


Earle D. Wicklund  
Trustee

EDW/jdc

C: Jordan Schrader Ramis PC  
C38309



# FLOODPLAIN

	lane county		<b>OFFICIAL ZONING MAP</b>		<b>PLOT #396</b>		
			Twpshp Range Section		17 03 10 / 17 03 15		
ORIGINAL ORD. #		PA 884		DATE		2/29/1984	
REVISION #		ORD#		DATE		FILE #	



## RURAL BASE ZONES

### Zones Applicable to Land outside an Urban Growth Boundary

This is a summary of the most common zones in the rural areas. Because it is a summary, the exceptions to the parcel size and setbacks are not listed here. In addition, the size of the firebreak may increase depending on site-specific conditions. For details on a specific zone or exceptions to the standards listed here, refer to Lane Code Chapter 16.

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### FARM and FOREST ZONES

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#### LC 16.210 Nonimpacted Forest Lands Zone (F-1)

The purpose of the Nonimpacted Forest Lands District (F-1, RCP) is:

- (a) To implement the forest land policies of the Lane County Rural Comprehensive Plan, and the forest land policies of the Eugene/Springfield Metro Area General Plan.
- (b) To conserve forest land for uses consistent with Statewide Planning Goal 4. Minimum size for new lots or parcels: 80 acres

Setback from property lines: 10 feet

Minimum firebreak: (30 feet primary) + (100 feet secondary) = 130 feet total

Riparian Setback: 100 feet from ordinary high water

Unique Features: No new dwellings allowed, but existing dwellings can be maintained.

#### LC 16.211 Impacted Forest Lands Zone (F-2)

The purposes of the Impacted Forest Lands Zone (F-2, RCP) are:

- (a) To implement the forest land policies of the Lane County Rural Comprehensive Plan and the forest land policies of the Eugene/Springfield Metro Area General Plan; and
- (b) To conserve forest land for uses consistent with Statewide Planning Goal #4, OAR 660-006 and ORS 215.700 through .755.

Minimum size for new lots or parcels: 80 acres

Setback from property lines: 10 feet

Firebreak: (30 feet primary) + (100 feet secondary) = 130 feet total

Riparian Setback: 100 feet from ordinary high water

Special features: Firebreaks required for all structures.

**LC 16.212 Exclusive Farm Use Zone (E)**

The purposes of the Exclusive Farm Use (E-RCP) Zone are:

- (a) To preserve open land for agricultural use as an efficient means of conserving natural resources that constitute an important physical, social, aesthetic and economic asset to the people of Lane County and the state of Oregon, whether living in rural, urban, or metropolitan areas;
- (b) To preserve the maximum amount of the limited supply of agricultural land in large blocks in order to conserve Lane County's economic resources and to maintain the agricultural economy of Lane County and the state of Oregon for the assurance of adequate, healthful and nutritious food for the people of Lane County, the state of Oregon, and the nation;
- (c) To substantially limit the expansion of urban development into rural areas because of the unnecessary increases in costs of community services, conflicts between farm and urban activities and the loss of open space and natural beauty around urban centers occurring as the result of such expansion;

- (d) To provide incentives for owners of rural lands to hold such lands in the exclusive farm use zone because of the substantial limits placed on the use of these lands and the importance of these lands to the public; and
- (e) To identify and protect high value farm land in compliance with OAR 660 Division 33.

<b>Minimum size for new lots or parcels:</b>	
E-25.....	25 acres
E-30.....	30 acres
E-40.....	40 acres
E-60.....	60 acres

Exceptions to the minimum lot size are contained in LC 16.212(9)(b), (c) and (d).

Setback from property lines: 10 feet

Riparian Setback: 100 feet from ordinary high water

Special features: New dwellings must be directly related to an existing farm use.

**ZONES WITHIN A RURAL COMMUNITY**

---

**LC 16.290 Residential Zone (RR)**

The purposes of the Rural Residential Zone (RR) are:

- (a) To implement the policies of the Lane County Rural Comprehensive Plan (RCP) pertaining to developed and committed lands. LC 16.290 does not apply to lands designated by the RCP as non-resource lands;
- (b) To promote a compatible and safe rural residential living environment by limiting allowed uses and development to primary and accessory rural residential uses and to other rural uses compatible with rural residential uses and the uses of nearby lands;
- (c) To provide protective measures for riparian vegetation along Class I streams designated as significant in the RCP; and
- (d) To provide that LC 16.290 shall not be retroactive and that the Director shall not have authority to initiate compliance with LC 16.290 for uses and development lawfully existing (per LC Chapter 16) on the effective date that LC 16.290 was applied to the subject property.

Minimum size for new lots or parcels:	
RR-1.....	2 acres
RR-2.....	2 acres
RR-5.....	5 acres
RR-10.....	10 acres

An exception to the minimum parcel or lot size may be allowed pursuant to LC 16.290(6)(c).

Setback from property lines: 10 feet

Setback from right-of-way: 20 feet

Riparian Setback: 50 feet from ordinary high water.

**LC 16.291 Rural Commercial Zone (RC)**

The purposes of the Rural Commercial Zone (RC, RCP) are: to implement the policies of the Lane County Rural Comprehensive Plan (RCP), to allow commercial uses and development that are consistent with Goal 14 and that are for the retail trade of products or services needed by rural residents or by persons traveling through the rural area, and to provide protective measures for riparian vegetation along Class I streams designated as significant in the Rural Comprehensive Plan.

Minimum size for new lots or parcels: None.

Setback from property lines: 10 feet

Setback from right-of-way: 20 feet

Riparian Setback: 50 feet from ordinary high water

**LC 16.292 Rural Industrial Zone (RI)**

The purposes of the Rural Industrial Zone (RI, RCP) are: to implement the policies of the Lane County Rural Comprehensive Plan (RCP); to allow industrial uses and development that are consistent with Goal 14 that include areas for small scale industrial uses and for industries that rely on a rural location in order to process rural resources; to allow for the continued operation of existing industries; and to provide protective measures for riparian vegetation along Class I streams designated as significant in the RCP. LC 16.292 is not retroactive.

Minimum size for new lots or parcels: None

Setback from property lines: 10 feet

Setback from right-of-way: 20 feet

Riparian Setback: 50 feet from ordinary high water

## MISCELLANEOUS ZONES

### LC 16.214 Marginal Lands Zone (ML)

The Marginal Lands Zone (ML-RCP) is intended to:

- (a) Provide an alternative to more restrictive farm and forest zoning.
- (b) Provide opportunities for persons to live in a rural environment and to conduct intensive or part-time farm or forest operations.
- (c) Be applied to specific properties consistently with the requirements of ORS 197.005 to 197.430 and the policies of the Lane County Rural Comprehensive Plan.

Land in a Marginal Land zone may be divided as follows:

- (a) Into lots or parcels containing at least 10 acres if the lots or parcels are not adjacent to land zoned Exclusive Farm Use (E), Nonimpacted Forest Land (F-1), Impacted Forest Land (F-2). If it is adjacent to such land, the subject land must qualify for designation as marginal land pursuant to ORS Chapter 197.
- (b) Into lots or parcels containing 20 acres or more if the lots or parcels are adjacent to land zoned Exclusive Farm Use (E), Nonimpacted Forest Land (F-1) or Impacted Forest Land (F-2), and that land does not qualify as marginal land pursuant to ORS Chapter 197.
- (c) A parcel of any size necessary to accommodate any of the nonresidential uses identified in LC 16.214(2)(h),(i),(j),(1) and (n) and LC 16.214(3)(a), (c),(f) and (g).

Setback from property lines: 10 feet. Setback from right-of-way: 20 feet. Riparian Setback: 100 feet from ordinary high water.

### 16.258 Clear Lake Watershed Protection Zone (CLWP).

Purpose. The Clear Lake Watershed has been recognized as an area deserving protection in order to maintain high water quality in Clear Lake as a domestic water supply source. The Oregon Environmental Quality Commission has adopted regulations to protect the water quality of Clear Lake. The Clear Lake Watershed is made up of properties, a substantial majority of which are in private ownership. The general purpose of the Clear Lake Watershed Protection Zone is to protect the quality of the Watershed, and at the same time, protect the rights of private property owners to make reasonable use of their land. The specific purposes of the Clear Lake Watershed Protection Zone are:

- (a) To protect the aquifer and surface waters (the Lakes) of the Clear Lake Watershed;
- (b) To help achieve the water quality standards set-forth in OAR 340-41-270 and to ensure that all uses within the Clear Lake Watershed are consistent with the objective of achieving these water quality standards; and
- (c) To provide clear and objective development standards necessary to meet water quality standards and avoid land use litigation

Minimum size for new lots or parcels: Too many options to list. Refer to LC 16.258(10).



## COMBINING ZONES

---

These are the two most common Combining Zones in Lane County. A combining zone is used in addition to the base zone. It provides additional review and development standards for areas that have special hazards or unique natural features.

### **16.244 Floodplain Combining Zone (/FP).**

It is the purpose of this section to promote the public health, safety and general welfare, and to minimize public and private losses due to flood conditions in specific areas. The provisions of this section are designed to:

- (a) Protect human life and health.
- (b) Minimize expenditure of public money and costly flood control projects.
- (c) Minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public.
- (d) Minimize prolonged business interruptions.
- (e) Minimize damage to public facilities and utilities such as water and gas mains, electric, telephone and sewer lines, and streets and bridges located in areas of special flood hazards.
- (f) Help maintain a stable tax base by providing for the sound use and development of areas as special flood hazard so as to minimize future flood blight areas.
- (g) Ensure that potential buyers are notified that property is in an area of special flood hazard.
- (h) Ensure that those who occupy the areas of special flood hazard assume responsibility for their actions.

### **16.243 Beaches and Dunes Combining Zone (/BD).**

**Purpose.** The Beaches and Dunes Combining Zone (/BD-RCP) is intended to be used in conjunction with the underlying zones in all coastal beach and dune areas in order to:

- (a) Ensure the protection and conservation of coastal beach and dune resources.
- (b) To prevent economic loss by encouraging development consistent with the natural capability of beach and dune landforms.
- (c) To provide for clear procedures by which the natural capability of dune landforms can be assessed prior to development.
- (d) To prevent cumulative damage to coastal dune resources due to the incremental effects of development.
- (e) To provide for such protection of beach and dune resources above and beyond that provided by the underlying zone.

**Intent.** The requirements imposed by the /BD-RCP Zone shall be in addition to those imposed by the underlying zone. Where the requirements of the /BD-RCP Zone conflict with those of the underlying zone, the more restrictive requirements shall apply.

## BUILDING SETBACK REQUIREMENTS

### RURAL ZONES

**Table 1: BASE ZONE SETBACKS, CHAPTER 16**

ZONE	ROW	PROPERTY LINES	OTHER	OTHER	RIPARIAN
F1	20	10			100
F2	20	30	500 from F1	100 (at least 30) from EFU	100
EFU	20	10	Dwellings: 500 from F1	Dwellings: 100 from F2 or EFU	100
RR	20	10	LC 16.290(7)(c): 5 feet		50
RC	20	10			50
RI	20	10			50

**Table 2: ROAD SETBACKS**

CLASS		RIGHT OF WAY
arterial or collector	rural	80'
local	rural	50'
LAR or public road	rural	50'
principle arterial	urban	100'
minor arterial	urban	80'
major collector	urban	70'
minor collector	urban	60'
local	urban	60'

Total Setback from Right of Way = ( ½ the ROW) + (extra setback) + (base zone)

**LC 15.010 Visual Clear Zone.** A triangular area of a driveway or road intersection corner that is 15 feet in length along the driveway and along intersecting roads. No visual obstructions such as plantings, walls, fences, signs, or other structures or vegetation, either temporary or permanent in nature, between two and one-half and 15 feet in height above the road surface are permitted in this area.

Vertically: 2 ½ to 15 feet Horizontally: 15 feet along driveway and intersection roads

# TOPOGRAPHY MAP

Subject Property:

3951 Maple Island Farm Rd., Springfield, OR 97477

17-03-15-04-00400

- Topography Map

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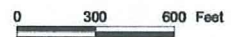
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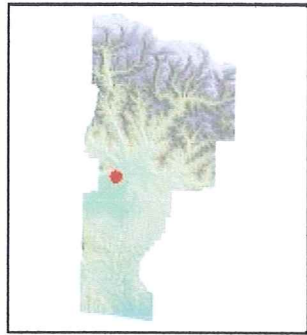
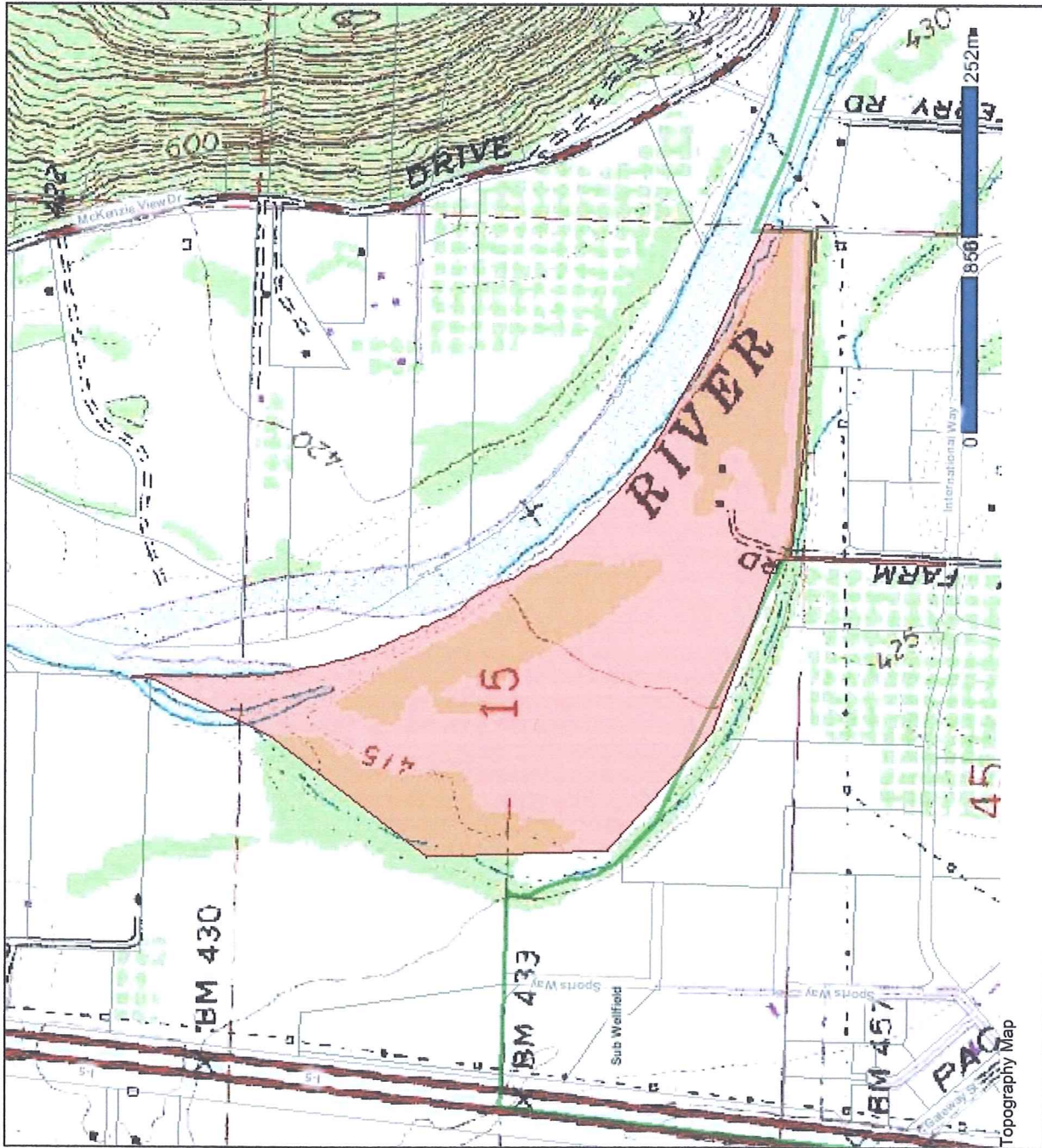


- Urban Growth Boundary
- Storm and Sanitary Lines
- Sanitary Line
- Storm Line

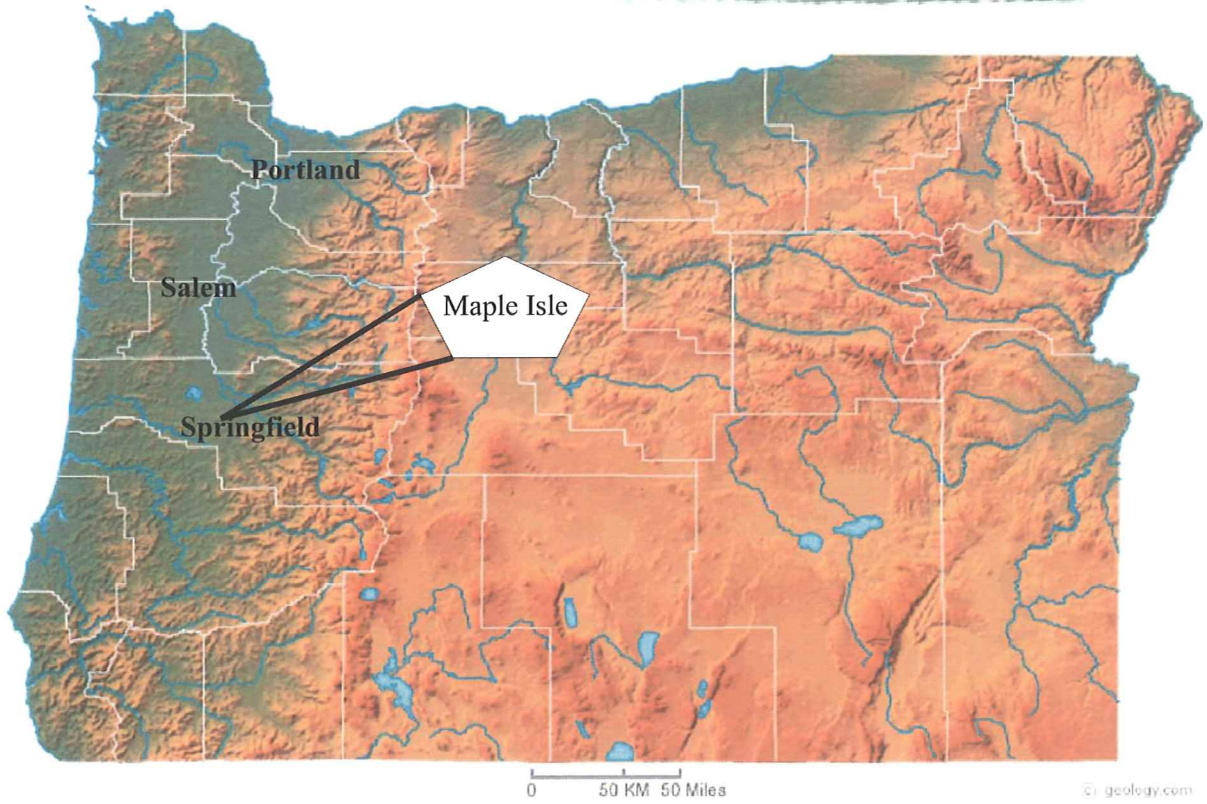




3951 Maple Island Farm Rd







A Wicklund Living Trust Development

# SEWER

Subject Property:

3951 Maple Island Farm Rd., Springfield, OR 97477

17-03-15-40-00400

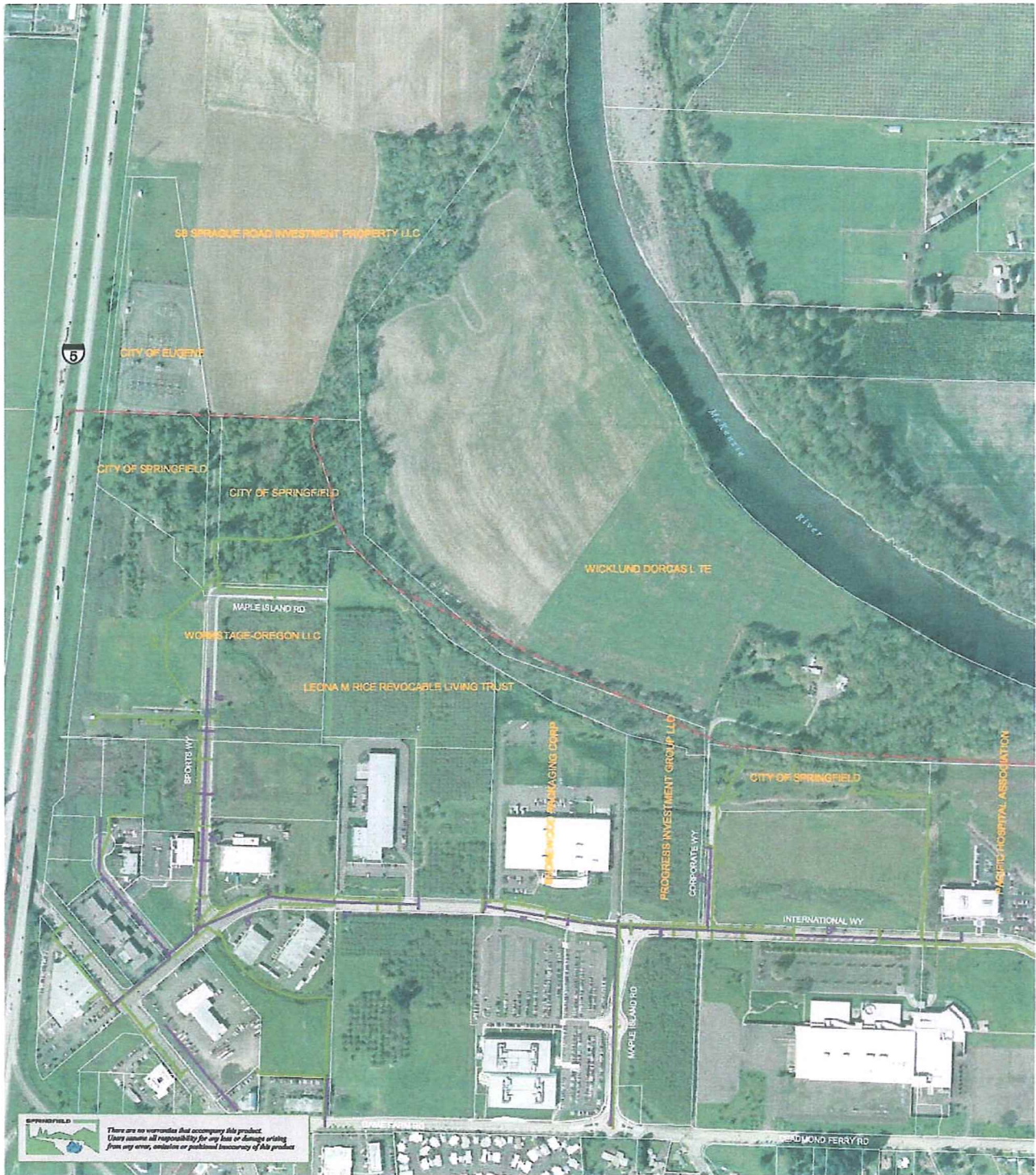
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**Fidelity National Title Company**





- Urban Growth Boundary
- Storm and Sanitary Lines
- Sanitary Line
- Storm Line





# WATER

Subject Property:

3951 Maple Island Farm Rd., Springfield, OR 97477

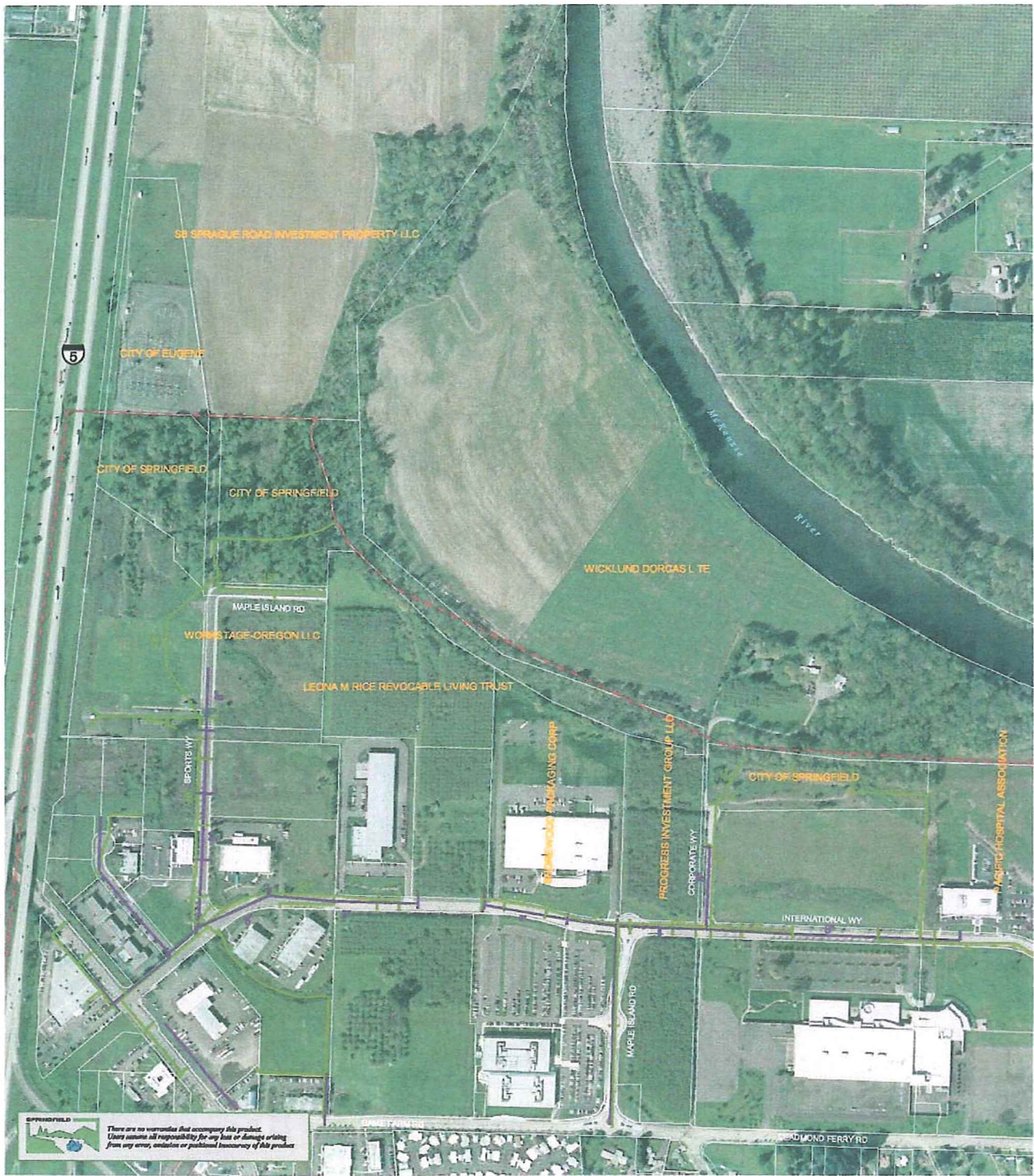
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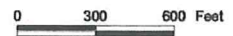
Disclaimer: This is a courtesy product compliments of the Land Development/Builder Services Division of Fidelity National Title. The information provided is not guaranteed in any manner as to accuracy.



**Fidelity National Title Company**



- Urban Growth Boundary
- Storm and Sanitary Lines
- Sanitary Line
- Storm Line



# ZONING

Subject Property:

3951 Maple Island Farm Rd., Springfield, OR 97477

17-03-15-40-00400

- Zoning Map
- Zoning Description  
E-30 EFU (Exclusive Farm Use)

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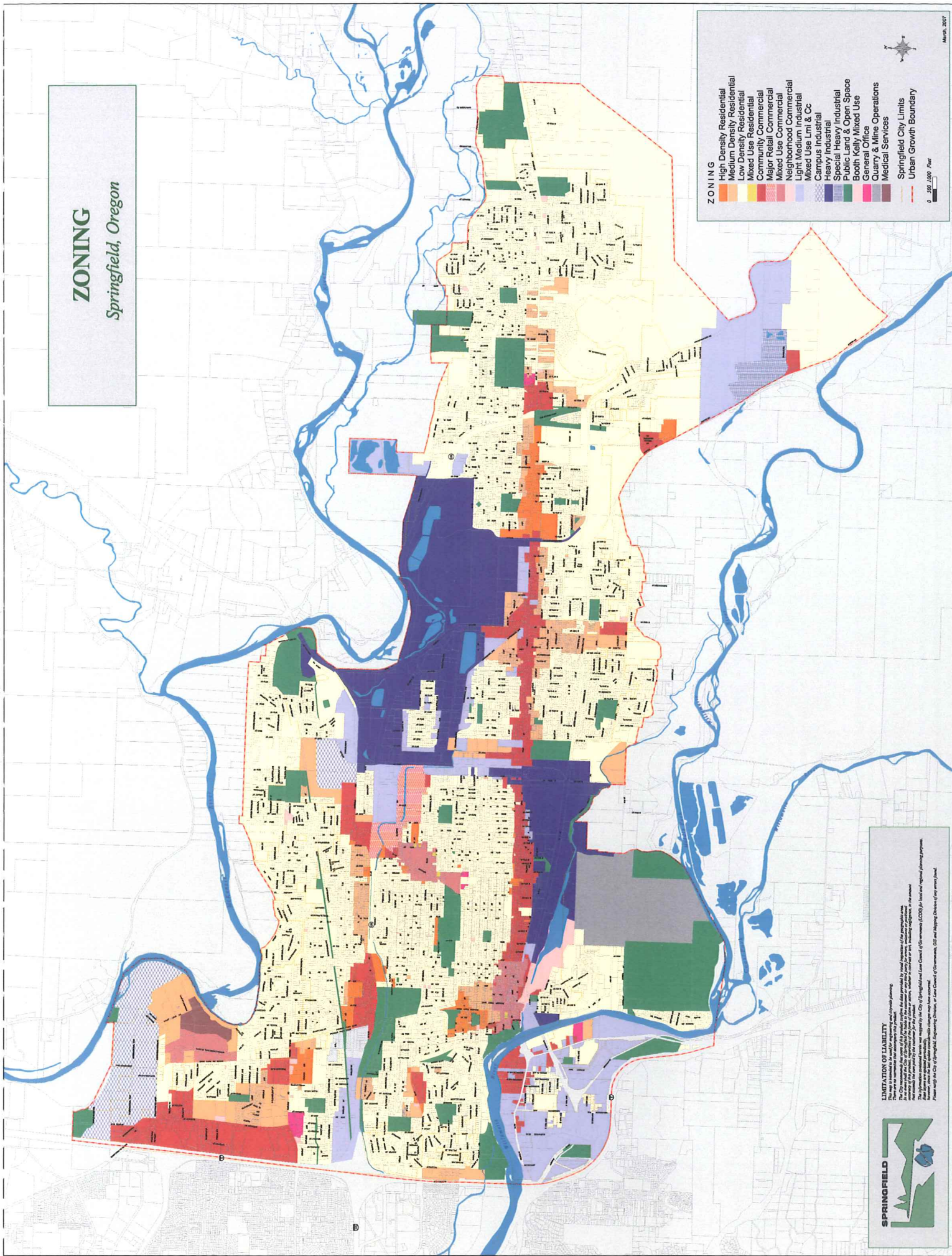


**Fidelity National Title Company**



# ZONING

Springfield, Oregon



- ZONING**
- High Density Residential
  - Medium Density Residential
  - Low Density Residential
  - Mixed Use Residential
  - Community Commercial
  - Major Retail Commercial
  - Mixed Use Commercial
  - Neighborhood Commercial
  - Light Medium Industrial
  - Mixed Use Lmi & Cc
  - Campus Industrial
  - Heavy Industrial
  - Special Heavy Industrial
  - Public Land & Open Space
  - Booth Kelly Mixed Use
  - General Office
  - Quarry & Mine Operations
  - Medical Services
  - Springfield City Limits
  - Urban Growth Boundary



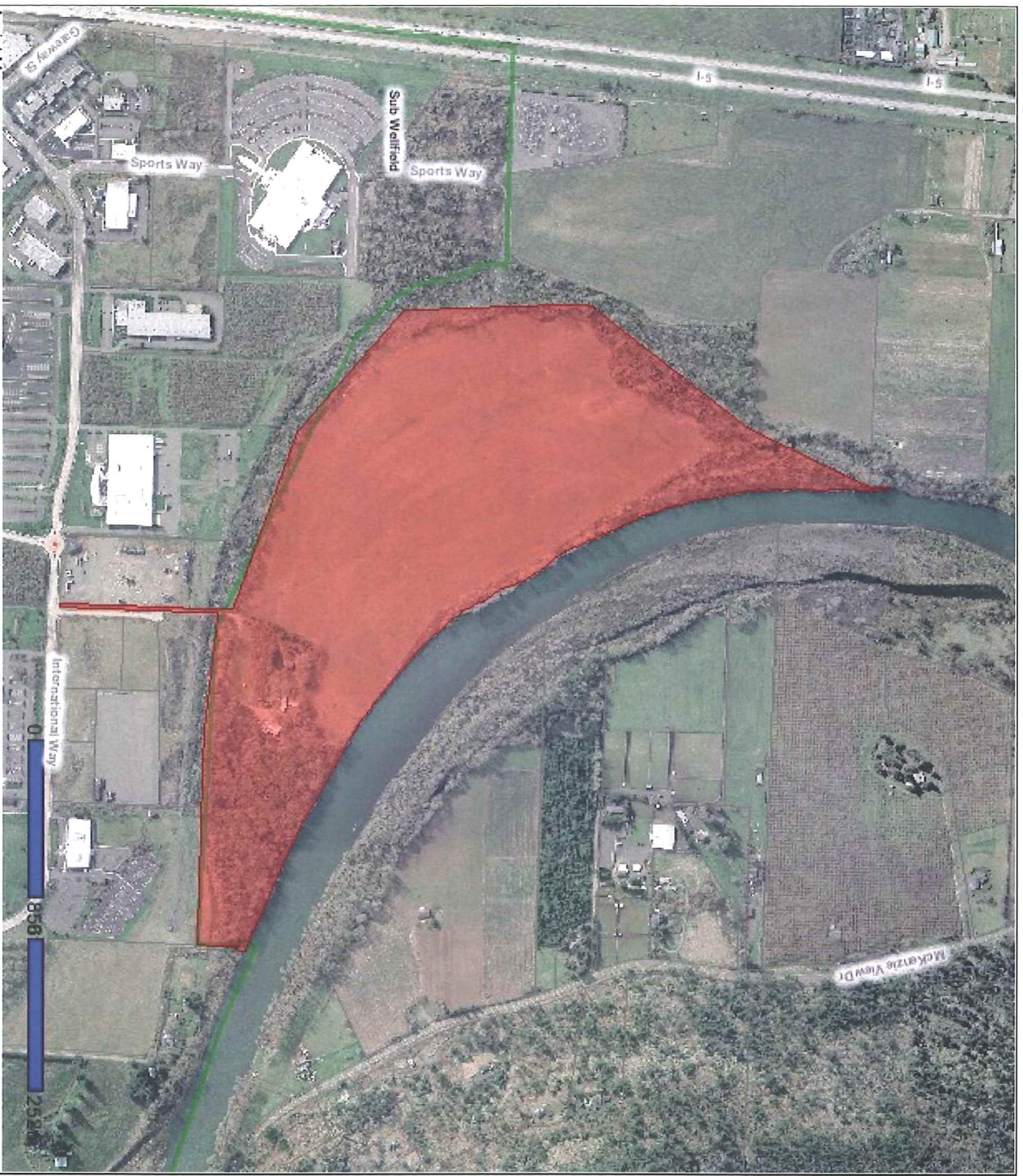
0 100 200 Feet

March, 2007

**LIMITS OF LIABILITY**  
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3951 Maple Island Farm Rd.



Aerial Map



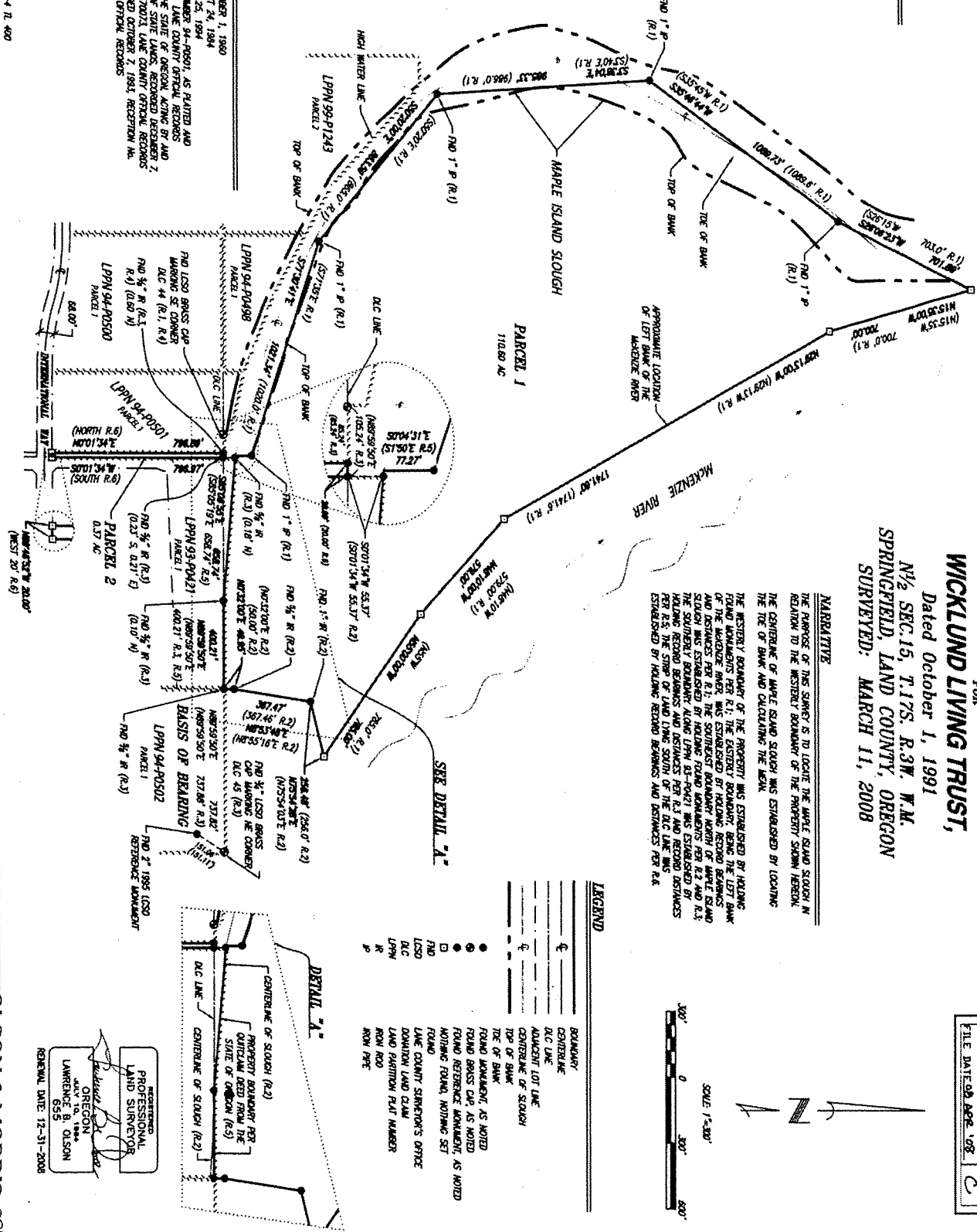
**CLIENT**  
 EARL WICKLUND  
 WICKLUND & ASSOCIATES, LLC  
 1200 SW PHOENIX ROAD  
 SPRINGFIELD, OR 97477-3711

**BOUNDARY SURVEY**  
 FOR  
**WICKLUND LIVING TRUST,**  
 Dated October 1, 1991  
 N½ SEC.15, T.17S. R.9W. W.M.  
 SPRINGFIELD, LAND COUNTY, OREGON  
 SURVEYED: MARCH 11, 2008

**NARRATIVE**  
 THE PURPOSE OF THIS SURVEY IS TO LOCATE THE MAPLE ISLAND SLOUGH IN RELATION TO THE WESTERN BOUNDARY OF THE PROPERTY SHOWN HEREON. THE CENTERLINE OF MAPLE ISLAND SLOUGH WAS ESTABLISHED BY LOCATING THE TOP OF BANK AND CALCULATING THE MEAN.  
 THE WESTERN BOUNDARY OF THE PROPERTY WAS ESTABLISHED BY HOLDING FOUND MONUMENTS PER R.1; THE EASTERN BOUNDARY, BEING THE LEFT BANK OF THE MAPLE ISLAND SLOUGH, WAS ESTABLISHED BY HOLDING FOUND MONUMENTS PER R.2 AND R.3; THE SOUTHERN BOUNDARY ALONG LPPN 94-PO01 WAS ESTABLISHED BY HOLDING RECORD BEARINGS AND DISTANCES PER R.3 AND RECORD DISTANCES PER R.5; THE STUMP OF LAND LIME SOUTH OF THE D.C. LINE WAS ESTABLISHED BY HOLDING RECORD BEARINGS AND DISTANCES PER R.4.

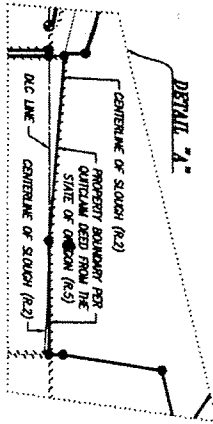
- REFERENCES**
- (R.1) CS# 11442 FILED NOVEMBER 1, 1980
  - (R.2) CS# 26794 FILED AUGUST 24, 1984
  - (R.3) CS# 31782 FILED APRIL 25, 1984
  - (R.4) LAND PARTITION PLAT NUMBER 94-PO01, AS PLATTED AND RECORDED WITH & BY THE CLERK OF SAID COUNTY, UNDER THE AUTHORITY OF SAID COUNTY CLERK, RECEIVED OCTOBER 1, 1991 THROUGH THE DIVISION OF STATE LANDS, RECEIVED DECEMBER 7, 1985, RECEPTION NO. 850701, LAND COUNTY OFFICIAL RECORDS, SPRINGFIELD, LAND COUNTY OFFICIAL RECORDS.

ASSESSOR'S MAP 17-03-14-4 PL. 400



**LEGEND**

- BOUNDARY
- CENTERLINE
- D.C. LINE
- ADJACENT LOT LINE
- CENTERLINE OF SLOUGH
- TOP OF BANK
- FOUND MONUMENT, AS NOTED
- FOUND BRASS CAP, AS NOTED
- FOUND REFERENCE MONUMENT, AS NOTED
- NOTHING FOUND, NOTHING SET
- FOUND
- LAND COUNTY SURVEYOR'S OFFICE
- DONATION LAND CLAIM
- LAND PARTITION PLAT NUMBER
- IRON NAIL
- IRON PIPE

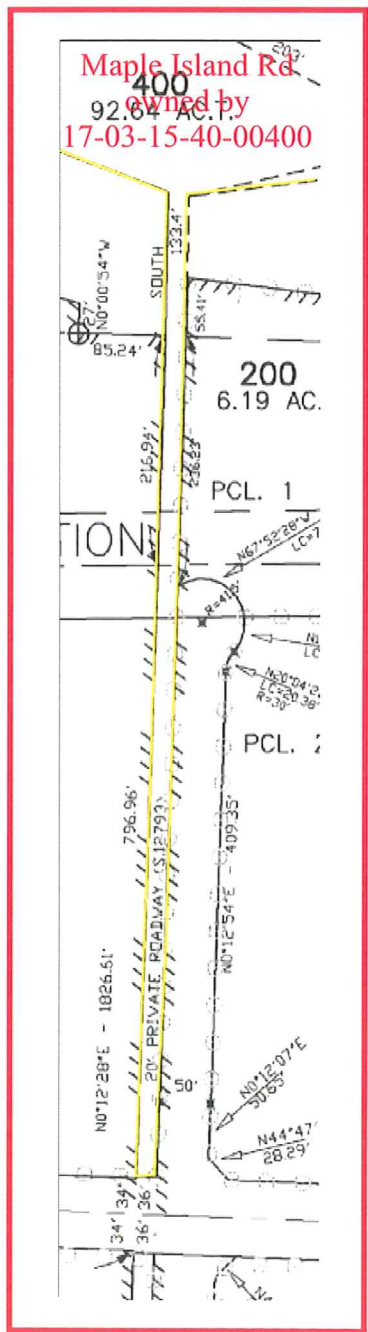
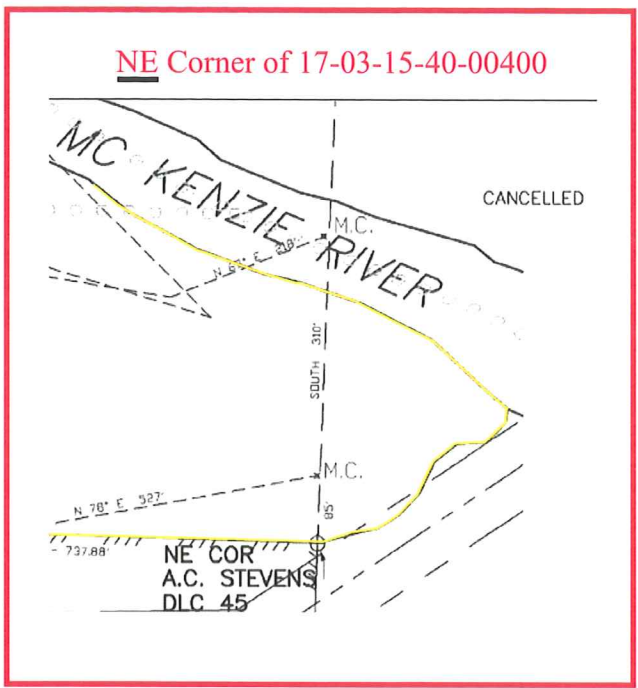
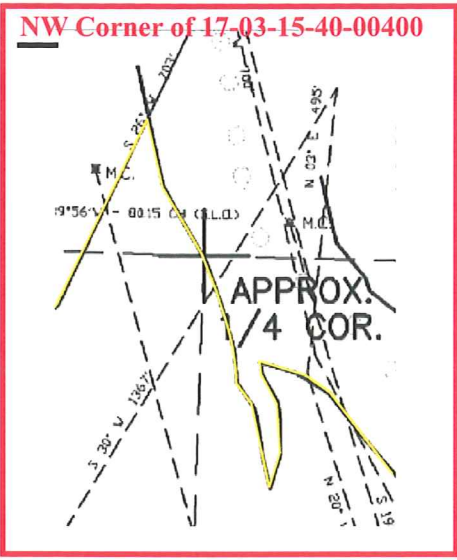


PROFESSIONAL  
 LAND SURVEYOR  
 LAWRENCE B. OLSON  
 6555  
 GENERAL DATE: 12-31-2008

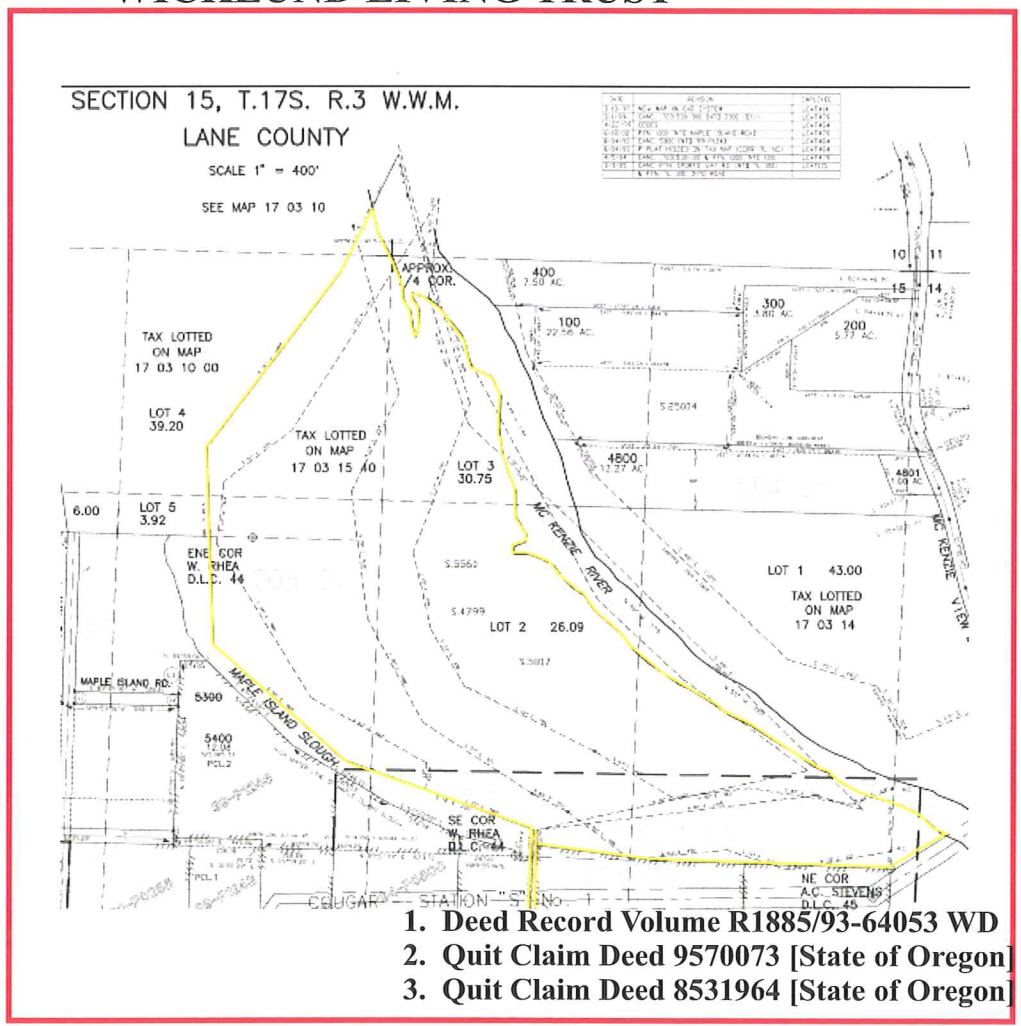
LAND COUNTY SURVEYORS OFFICE  
 CS# NO. 40519  
 FILE DATE: 09 APR 1988

OLSON & MORRIS 380





**WICKLUND LIVING TRUST**



Located at 3951 - 3959 Maple Island Farm Road, Springfield, OR 97477  
 Intersection of CORPORATE WAY and INTERNATIONAL WAY.

## Planning for Springfield's Next 20 Years

For almost 30 years, Springfield and Eugene have shared a single Urban Growth Boundary, jointly adopted by the governing bodies of the two cities and Lane County. Now, in response to a new state land use law, the two cities are preparing to adopt their own urban growth boundaries to accommodate projected growth for the next 20 years.

As part of this effort, both cities are undertaking major updates to residential, commercial, and industrial lands assessments as well as other tasks essential to coordinated and comprehensive planning for the future of the Metro Area and its cities. Each city has separately contracted with consultant ECONorthwest to prepare the inventories and assessments related to establishment of their separate UGBs. Drafts will be made available for review and comment on this website and at other locations, including the Springfield City Library and the Economic and Community Development Department at City Hall.

These will be coordinated processes, with extensive citizen participation and intergovernmental coordination. Each city will co-adopt its new UGB with Lane County.

The Eugene-Springfield Metro Area General Plan is expected to remain the Metro Area's regional general comprehensive plan. Copies of the Metro Plan and related materials can be found on the website of the Lane Council of Governments [here](#).

This page provides general information about Springfield's Urban Growth Boundary (UGB) project and related planning work. More detailed information, which is updated frequently can be found on the Planning Division's website [here](#).

Information about Eugene's UGB project and comprehensive lands assessment can found on the City of Eugene website [here](#).

The information presented here reflects the city's understanding of its obligations under Oregon's complex system of state land use statutes. It does not constitute legal advice. Citizens, landowners, and other interested persons are urged to consult with their own attorneys and other consultants. The City welcomes timely legal analysis, suitability studies, and other information relevant to the city's UGB project. Comments, suggestions, corrections, and materials may be submitted by e-mail to Linda Pauly, [lpauly@ci.springfield.or.us](mailto:lpauly@ci.springfield.or.us) or mailed or delivered to City of Springfield, Development Services Department, ATTN: Linda Pauly, 225 Fifth Street, Springfield, OR 97477.

### What is an Urban Growth Boundary?

Oregon's state land use goals and statutes require Oregon cities and counties to establish urban growth boundaries around all incorporated cities to accommodate existing urban uses and to meet identified needs for urban lands for future urban uses.

Urban Growth Boundaries serve many related purposes:

- They protect rural land for rural uses, such as farming and forestry. Most urban uses are prohibited outside urban growth boundaries.
- They relieve pressure for development on rural lands by providing adequate supplies of land planned, zoned, and conveniently located for urban uses.



- They foster more efficient and economical provision of urban facilities and services.
- They limit sprawl.
- They reduce public infrastructure costs.
- They foster the use of alternatives to the automobile, including mass transit, bicycling, and walking.
- They provide predictability in locating, purchasing, and developing land for urban residential, commercial, industrial, governmental, and institutional uses.
- They enable government to better plan and invest to meet future needs for urban facilities and services, such as water systems, sewers, roads, and schools.

### **What is HB 3337?**

In 2007, the Oregon legislature passed House Bill 3337, which was signed into law as 2007 Or Laws Chapter 650. The full text of the 2007 statute is [here](#). This is what the new statute requires:

**Separate Urban Growth Boundaries:** HB 3337 requires each city to “separately establish” its own UGB “consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan.” The Eugene-Springfield Metropolitan Area Plan makes Interstate 5 the dividing line, with Springfield’s jurisdictional area east of I-5 and Eugene’s jurisdictional area west of I-5. A Metro Plan map showing I-5, the existing regional urban growth boundary, and the Metro plan boundary can be found [here](#).

The ultimate questions each city will have to answer under HB 3337 are (a) whether the currently-acknowledged UGB on its side of I-5 is adequate to accommodate its needs for the next 20 years and (b), if not, what specific land to add and/or policies and practices to change in order to accommodate the growth within the existing urban growth boundary.

**20-Year Residential Land Supplies:** HB 3337 requires each city to separately “meet its obligation under [ORS 197.295](#) to [197.314](#), and to “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.”

**January 1, 2010 deadline:** HB 3337 requires each city to “complete the inventory, analysis and determination required under ORS 197.296” by January 1, 2010, two years from the January 1, 2008 effective date of the statute.

**Other Urban Land Issues:** HB 3337 requires that the two cities’ UGB’s be established “pursuant to statewide planning goals,” not just the statewide housing goal and statutes. This means that the two cities’ separate UGBs must be adequate to meet other urban land needs over the 20-year planning period. The current UGB has been acknowledged to address those needs for a Metro Area population of 286,000, which the Metro area is expected to reach well before 2030.

## Related Planning Projects

**Population Forecasts:** Oregon's land use laws require Oregon counties to establish and maintain coordinated 20-year population forecasts for their cities and rural areas, and they require Oregon cities to use these forecasts as the basis for their urban growth boundaries and buildable lands inventories. ORS 195.036, 195.034 and OAR 660-024-0030. The forecasts are used to determine future needs for housing, jobs, transportation, water, sanitary sewer, fire and police stations, schools, and parks. Lane County has begun preparation of a coordinated forecast, which is scheduled for adoption in 2009. In order to assure that they meet their statutory deadline of January 1, 2010, both cities have also initiated "safe harbor" forecasts authorized by ORS 195.034, using the simplified methodology prescribed by that statute. Until the operative forecast has been finalized, the city will prepare its inventories using a range of figures with the likely safe harbor figure of 82,616 for the year 2030 at the low end.

**Commercial and Industrial Land Inventories:** In order to assure that the Metro Plan is current and that their new UGBs address all urban land needs for the next 20 years, both cities are developing separate but coordinated commercial and industrial lands inventories as well as the residential lands inventories required by HB 3337.

**Transportation Planning:** The two cities, Lane County, and the City of Coburg will also be updating the current regional transportation systems plans and doing other transportation planning in response to recent changes in state and federal transportation planning requirements. An L-COG fact sheet on current transportation planning efforts can be found [here](#).

## Amendments to Metro Plan

HB 3337 requires the two cities to separately demonstrate compliance with the needed housing statutes, including establishing separate UGBs to accommodate estimated housing needs for the next 20 years "notwithstanding" any "provisions to the contrary" in existing acknowledged comprehensive plans. However, it is expected that the two cities and Lane County will want to adopt "conforming amendments" to harmonize the language of the Metro Plan with the results of the tasks mandated by HB 3337. Some of these amendments may be to the general plan text, some to the general plan diagram, while others update various functional plans, refinement plans, and inventories.

Combined with recent updates to the Metro Plan's Open Space and Natural Resources Plan and other tasks completed as part of the last periodic review, which ended in 2007, these projects should result in the most up-to-date regional comprehensive plan that the region has had since 1982.

## Residential Land Needs and the New UGB

ORS 197.296 requires Oregon cities over 25,000 to demonstrate that their urban growth boundaries have enough buildable residential lands to meet identified needs for "the next 20 years."

This demonstration must meet several requirements:

- **The 20-year period** must begin "on the date initially scheduled for completion" of a "legislative review" of the UGB. That date will probably be late in 2009, which means the planning period for Springfield's UGB will probably be the years 2010-2030. To be on the safe side, Springfield's

analyses may address additional 20-year planning periods ending in later years in additional one year increments.

- With certain exceptions, the initial determination of housing capacity and need must be based on data relating to land within the UGB that has been collected in the last five years. The exceptions are:
  - The local government can use a shorter time period not less than three years if it finds that the shorter time period will be more accurate and reliable.
  - The local government can use data from a wider geographic area or a longer time period for economic cycles and trends if it finds that doing so will provide more accurate, complete, and reliable data relating to trends affecting housing need.
- If the initial determination shows that need exceeds capacity, then the local government must:
  - Amend its UGB to include sufficient lands to accommodate housing needs for the next 20 years;
  - Amend its land use plans and regulations to demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without amending the UGB. Such measures might include redesignating nonresidential land inside the existing UGB for residential use, redesignating land from lower densities to higher densities, increasing minimum densities, allowing more accessory dwellings in residential zones, relaxing historic preservation and other special restrictions on redevelopment, and fast-tracking annexation and rezoning for residential uses.

or

  - Do a combination of the first two alternatives.

ORS 197.296(9) requires that communities consider a range of land use efficiency measures to help accommodate future growth within their existing urban growth boundary (UGB), prior to any UGB expansion efforts. It is common for jurisdictions to adopt combinations of policies to manage growth and improve the efficiency and holding capacity of land uses. Under the statute, a particular alternative measure may be relied upon to reduce projected land needs only to the extent that the record shows that the measure “demonstrably increase(s) the likelihood of higher density residential development.”

The following is a list of alternative measures that have been reviewed by the Planning Commission and that are under consideration as the process proceeds (others may also be identified during the process):

#### **Potential Efficiency Measures Not Yet Utilized In Springfield**

- Provide density bonuses for developers as an incentive to achieve certain community planning goals.
- Establish a mechanism for the transfer/purchase of development rights in exchange for the protection of farm and forest land.
- Mandate maximum lot sizes
- Mandate minimum residential density in low density residential zones
- Implement a process to expedite plan and permit approval for projects that achieve certain community planning goals

### Efficiency Measures In Place in Springfield that may be Improved

- Reduce street width standards
- Allow small residential lots
- Encourage infill and redevelopment
- Encourage the development of urban centers and urban villages (Nodal Development)
- Allow mixed-use development
- Encourage transit-oriented design
- Downtown revitalization
- Permit accessory dwelling units in single-family zones
- Permit multi-family housing tax credits to developers
- Allow clustered residential development
- Allow co-housing
- Increase allowable residential densities
- Allow duplexes, townhomes and condominiums in single-family zones

ORS 197.296, commonly known as HB 2709, was first adopted in 1995. With the exception of Springfield and Eugene, all Oregon cities over 25,000, as well as the 26-city Portland Metro Area, have had to comply with the 1995 statute at least once by now.

The state Department of Land Conservation and Development published a handbook in 1997, entitled Planning for Residential Growth in Oregon. Although somewhat outdated by subsequent amendments to the statute, the DLCD handbook offers useful informal guidance for the use of local governments in preparing their needs assessments.

### Amending Urban Growth Boundaries

Several state land use statutes, goals, and state administrative rules set out specific requirements for the establishment and amendment of urban growth boundaries. They include:

- Urbanization Goal and Rule
- Population Forecast Statutes and Rules
- Statutory priorities for lands included in urban growth boundaries.
- Residential Lands Supply Statutes
- Commercial and Industrial Lands Goal

Other relevant land use statutes, goals, and rules can be found on the Oregon Department of Land Conservation and Development (DLCD) website. They cover a wide range of issues, including transportation, public facilities and services, open space, recreational needs, energy, natural hazards, air and water quality, rural resource lands, intergovernmental coordination, and citizen participation.

Generally, the justification for a UGB expansion answers these questions:

- Is any additional land needed for one or more urban uses, and if so how much? The Urbanization Goal provides that "local government may specify characteristics, such as parcel size, topography, or proximity, necessary for land to be suitable for an identified need."
- If additional land is needed, how much can reasonably be accommodated within the current UGB? Or, as the Urbanization Goal says - why all of the additional land needs "cannot reasonably be accommodated on land already inside the urban growth boundary?"

- If additional land is needed, where is the best place to expand the boundary?
- What other amendments are needed to comply with the statewide planning goals?

The state Urbanization Goal (Goal 14) requires findings demonstrating compliance with the following requirements concerning the amount and location of lands to be included within a UGB:

### **Land Need**

“Establishment and change of urban growth boundaries shall be based on the following:

“(1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and

“(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection.”

### **Boundary Location**

“The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

(1) Efficient accommodation of identified land needs;

(2) Orderly and economic provision of public facilities and services;

“(3) Comparative environmental, energy, economic and social consequences; and

“(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.”

ORS 197.298 establishes the following priorities for including lands in the UGB:

1. First priority is land that is designated urban reserve land (Springfield currently has no urban reserves, so this would not apply to Springfield’s current UGB analysis);

2. Second priority is land adjacent to an urban growth boundary that is identified as an exception area or non-resource land. Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland;

3. Third priority is land designated as marginal land pursuant to ORS 197.247; and

4. Last priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system (for farm lands) or by cubic foot site class (for forest lands), whichever is appropriate for the current use.

If lower priority lands are selected for inclusion in the UGB when higher priority lands are available, the city’s findings must justify why higher priority lands were rejected, based on one or more of the following three

reasons set forth at ORS 197.298(3)(a)-(c):

“(a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;

“(b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or

“(c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or provide services to higher priority lands.”

**Methodology:** The City’s consultant, ECONorthwest, will work with the City to identify groupings of parcels around the City’s UGB into logical areas for analysis. ECONorthwest will develop summaries of characteristics of UGB expansion areas using GIS data. Specifically, ECONorthwest will summarize land status (e.g., exceptions and resource lands), constraints, soils, existing development, access, and serviceability.

The City is planning public workshops which will focus on the Alternatives Analysis portion of the UGB project. Specific dates for these workshops have not yet been scheduled, but will be advertised to the general public when each meeting date has been set.

In applying the goals and statutes, the city will follow additional guidance provided by LCDC’s interpretive rules. The general steps to be taken by the City, as set out in OAR 660-024-0060, include applying the statutory priorities to available parcels, starting with the highest priority that applies to Springfield.

First, Springfield is required to determine which parcels are the highest priority lands.

Second the city must determine which of these parcels satisfy the identified land need by analyzing each parcel according to specific characteristics regarding the suitability of the parcel for the intended use (i.e., residential, commercial or industrial), if such specific characteristics were identified in the need process.

If the resulting list of suitable highest priority parcels provides more land than needed, Springfield must apply the four Boundary Location Factors in Goal 14 to each such parcel. The city does not have to make a finding that a particular proposed expansion area satisfies each individual location factor better than all other alternatives. Rather, the city must consider each expansion area in light of the factors and determine which area or areas, on balance, best satisfy the goal.

This process yields a tentative list of suitable parcels in the highest priority to add to the UGB.

If the highest priority lands do not accommodate all of the demonstrated land need, then Springfield will examine the next lower priority lands in the same way. If that process doesn’t accommodate the need, then it will move to the next priority and repeat the process.

If Springfield determines that one or more of parcels in any priority category should be rejected in favor of land in a lower priority, it must adopt findings explaining why higher priority lands are not adequate for one or more of the three reasons listed under ORS 197.298(3).

### **Adoption and Review:**

The city is required to adopt the residential lands inventory, analysis, and determination required by ORS

197.296 by January 1, 2010. Whether the new UGB must be adopted by that date is not entirely clear. In order to assure complete compliance with HB 3337, the city will try to establish its separate urban growth boundary within the same time-frame.

Once it has determined, in cooperation with Lane County, whether to adopt its existing share of the current Metro UGB or to expand it to meet the requirements of HB 3337, the city will amend the Metro Plan or components of the plan, or both, to reflect the results.

The plan amendment process will be primarily one of housekeeping because HB 3337 provides that the city is to meet its requirements "notwithstanding" provisions to the contrary in the current Metro Plan and related intergovernmental agreements. Changes may include new or amended goals and policies or perhaps a new special-purpose refinement plan. There could also be changes to components of the Metro Plan, including the transportation plan and the public facilities plan.

Statewide Planning Goal 2 requires that all comprehensive plans include "ultimate policy choices" and "implementing measures consistent with and adequate to carry out the plans." It is not sufficient to simply adopt a new line on the map. During the needs analysis, the city may have identified opportunities to utilize land within the existing UGB or the expansion area more efficiently than the existing plan permits. Or the city may discover that it needs to adjust its housing mix or densities during the planning period in order to accommodate the housing needs of the community. The plan will need to reflect these policy choices, and the implementing land use regulations may need to be updated to ensure these policies can be utilized.

Other statewide planning goal issues may also need to be examined during a UGB analysis. For example, if significant natural resource sites exist in an expansion area, Goal 5 will apply. Public facility availability plays a part in deciding where the expansion should go, but, in addition, existing water, sewer, and transportation plans may need to be updated to address the changed boundary.

Goal 14 also addresses lands inside the UGB that are not yet ready to be urbanized (i.e. not yet annexed). The goal states:

"Land within urban growth boundaries shall be considered available for urban development consistent with plans for the provision of urban facilities and services. Comprehensive plans and implementing measures shall manage the use and division of urbanizable land to maintain its potential for planned urban development until appropriate public facilities and services are available or planned."

Springfield will examine existing plan provisions to ensure compliance with this provision of Goal 14. If existing regulations for development inside the UGB are not adequate to allow future development of these "urbanizable" parcels at urban densities with efficient public utility and transportation systems, then Springfield must work with utility providers and the county to develop plans for the newly added areas to ensure an orderly transition to urban use.

### **State Review Procedures:**

The current UGB was adopted by both the city and the county, and amending it requires adoption by both as well. The process for review and appeal after the city and county have adopted a UGB amendment depends on whether the new boundary is considered to be an amendment to include more than 50 acres. Under ORS 197.626, such amendments must be reviewed by the Land Conservation and Development Commission. Other UGB amendments are reviewed by the Land Use Board of Appeals.

February 4, 2009

Mark Metzger, Senior Planner  
Planning and Community Development  
City of Springfield  
225 Fifth Street  
Springfield, OR 97477

Re: Urban Growth Boundary Expansion  
Wicklund Trust Property (Parcel # 17 03 15 40 00400)  
Our File No. 50068-36936

Dear Mark:

TIMOTHY V. RAMIS

Admitted in:  
Oregon

We are submitting an agronomic suitability report on behalf of the Wicklund Trust property referenced above. This parcel is located within the North Gateway Area currently being analyzed by ECONorthwest. Please make sure that ECONorthwest is aware of the report.

The Wicklund Trust Property should be given the same priority as non resource land in your UGB expansion process, pursuant to ORS 197.298(b), for the following reasons:

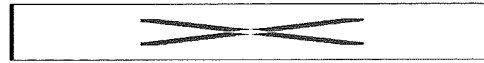
Direct Dial  
(503) 598-5573

E-mail  
tim.ramis@jordanschrader.com

- 1) The property is adjacent to the current UGB.
- 2) Agronomist Tom Thomson of Dallas, Oregon finds that the subject property is not considered high value farmland because it does not consist of predominantly high value soils as described in ORS 215.710(3) and OAR 660-033-0020(8).

Mr. Thomson's report also finds that the Wicklund Trust Property is "hemmed in by the McKenzie River, Interstate 5 and commercial/industrial development," has been "increasingly difficult to farm due to increasing urbanization," and that "this property could easily be absorbed into the UGB of Springfield without adversely affecting the agricultural economy in the area."





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January 28, 2009  
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We will be submitting additional information about this property in the near future.

Thank you.

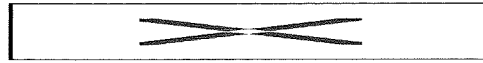
Sincerely,

JORDAN SCHRADER RAMIS PC

Timothy V. Ramis

Enclosures

cc: Wicklund Living Trust



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January 28, 2009  
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## **Agronomic Suitability Analysis of Wicklund Trust Property.**

### **INTRODUCTION:**

Mr. Earle Wicklund, a representative of the Wicklund Living Trust, is making application for the inclusion of a parcel of property owned by the Trust into the Urban Growth Boundary (UGB) of the City of Springfield, OR. The property is located in Lane County, Oregon and described as Section 15, T17S, R3W, WM also designated as Tax Lot 1703154000400.

The property is approximately 110 acres of which 70 acres are tillable with the remainder as follows: 20 acres forest or slough, 3 acres orchard, 10 acres pasture, and the remaining 7 acres are homestead and roadway.

This report is in support of the application by the Wicklund Living Trust and contains data collected from a site investigation as well as data from various sources substantiating the conclusions required by the City.

### **METHODS:**

An on-site investigation was carried out at the site on October 31, 2008. A thorough physical examination of the property included a review of topography, slope and aspect, and other physical characteristics of the site as well as vegetation currently on the subject property and surrounding properties.

Inferences made as to agronomic practices and cropping sequences are based on my experience as a farmer and agronomic consultant. Soils information was obtained from the Soil Survey of Lane County issued in 1981 by the U. S. Department of Agriculture Natural Resources Conservation Service. Acreages of the soil series were obtained from the USDA Web Soil Survey at (<http://websoilsurvey.nrcs.usda.gov/app>). Economic information was obtained from the Oregon State University Enterprise Budget Sheets and Chemeketa Community College Farm Business Management



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Program Annual Reports. GIS programs were used to generate maps and interpretations for this evaluation.

## **NARRATIVE**

### **Characteristics of Subject Property:**

The subject property is located on the south bank of the McKenzie River northeast of the intersection of Interstate 5 and Beltline Road. The site is essentially flat ground bounded by commercial and industrial development to the south and west and the river.

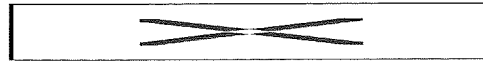
The subject property currently is and has been a working farm for many years. The property has the family home and outbuildings on the southern portion. The Wicklund family grew many crops in years past but settled on green beans which were utilized in their spiced bean business which were sold nationally. The spiced bean company closed its doors in January 2008 when it no longer could compete with rising costs associated with buying the raw product necessary for its spiced bean process. Crops previously grown on this property have included Blue Lake green beans pole and bush varieties, wheat, kale, ryegrass, dill, etc.

The property is currently leased on a cash rent annual lease to Chad Egge of Egge Farms who farms the 70 tillable acres of the parcel. Mr. Egge currently grows perennial ryegrass for seed.

The remaining 40 acres are composed of alluvial sand and gravels which are not conducive to agricultural activity due the lack of water and nutrient holding capacity.

### **Characteristics of Adjacent Lands:**

The following analysis is based upon the area in the northeast corner of the I-5/Beltline Road intersection and bounded by the McKenzie River on the northwestern side in Section 15:



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East: The McKenzie River bounds the property which prevents any access to lands across the river.

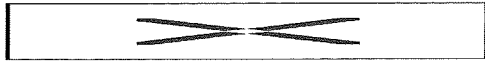
South: Commercial and industrial development bounds the property to the south and restricts any expansion of farming activities in that direction. There are some small parcels to the southeast which are farmed similar to the subject property which are also farmed by Mr. Egge.

North and West The area to the north and west consists of small farmed parcels interspersed with a nursery and some wooded areas. Sprague Road provides access to the other side of I-5. The Trust has no easement with adjacent property owner, Mr. Walt Johnson, to its NW corner however historically the Trust has had verbal permission to use the access if necessary. Interstate 5 is approximately 1000 feet to the west of the property and restricts access to lands on the other side.

#### **Relationship between Subject Property and Adjacent Land:**

The area surrounding the subject property has been in agricultural use for many years and over the last 15 years urban development encroached on the area. Many acres in the area were devoted to cannery crops such as beans, beets and corn. However, growers lost a market when the cannery closed. The few growers with the ability to add value to their crops were able to stay in business. The construction of the Mall and residential construction in the southeast corner of the Beltline/I-5 intersection served to quicken the pace of the development on the east side of I5. Also, the landscaped Roundabouts and the large amount of traffic on these roads at all hours of the day serve to not only impede the flow of agricultural implements but also create some safety concerns for their operators.

Although the subject property is currently being utilized for commercial farming purposes, that use is rapidly changing and its value diminished. New commercial construction is underway adjacent to the property and more to come as evidenced by numerous for sale signs on vacant and unused land.



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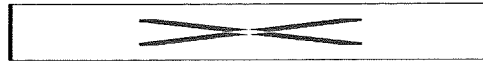
Although an EFU designation protects the land for farm use, that designation is not a measure of economic viability. Although the land was farmed by the Wicklund family for many years, economic profitability came via a value added enterprise operated on the farm. Once the market for that business ended in 1985, they were unable to maintain profitability and would have needed to expend a significant amount of money to upgrade equipment to modern standards.

The Wicklund family has grown Blue Lake Pole green beans (1952 to 1977) and Blue Lake bush beans (1978 to 1985). In 1986 the property was leased to various local farming operations such as Jon Jaqua, Doug Siefert and Chad Egge.

Currently, the landowners receive \$4500.00 per year rent for the land from the lessee, Egge Farms. This works out to approximately \$75 per acre in rent for the tillable acres and no income for the rest of the parcel. Mr. Egge farms approximately 1200 acres under various leases which affords him economies of scale that would otherwise not be available to an individual operator attempting to farm the 70 acres alone. Thus, the parcel is uneconomical to farm by itself.

Many factors affect production of grasses grown for seed in the Willamette Valley. However, the three main factors which largely determine yields of grasses grown for seed are 1) the species-specific genetics of the crop which determines their hardiness, 2) the type of soil and its condition, and 3) the wide variation in weather during the growing season – mainly February through June. The Willamette Valley is quite notable for offering a favorable climate for grass seed production; however the vagaries of weather within any given growing season largely determine the seed production capacity of the plant for that year. Thus, the range in yield of tall fescue could genetically be anywhere from 500 to 2000 pounds per acre depending on whether it was a forage or turf type, early or late bloomer, etc. However, for any given variety of tall fescue the yield range for that variety may be 900-1100 pounds with the actual yield dependent on all factors impinging on the plant during the crop year.

Mr. Egge has stated intermediate ryegrass produced about 1400 pounds per acre on this site but previous experience with this crop in



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other locations often resulted in yields of greater than 2000 pounds per acre. As intermediate ryegrass currently (2008) is sold at \$0.38 per pound the 600 pound per acre yield deficit resulted in a \$228.00 per acre reduction in gross profit. After deducting fixed and variable costs, the expected net profit would at 1400 lbs is 64% less per acre than expected. As the enterprise budget was written in 2000, a reasonable allowance for inflationary pressure on seed, fertilizer, fuel, etc must be made which would alter the above assumption of profit.

Overseeding of golf courses and pastures and new lawns for houses are typical markets for this seed. The current national economic crisis has resulted in lowered demand for grass seed at all levels and many seed companies have not shipped any seed in many months. Lack of sales depresses farm prices which results in further erosion of profit. One may assume that Mr. Egge might try to only farm land which offers the best yields at the least cost. Incidental factors besides crop inputs which may affect that decision are distance to market, ease of access to the property, etc.

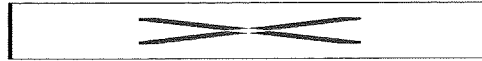
Thus, considering current as well as future market and input cost conditions, the removal of this property from agricultural production would most likely have no effect on the profitability of Egge Farms. However, its loss would have some, as yet unknown, impact on the two smaller properties to the north and south which are also farmed by Mr. Egge.

#### **Existing Adjacent Uses:**

The City of Springfield's city limits and Urban Growth Boundary abut the subject property on the south. As noted above the predominate use of the land in the area surrounding the subject property is industrial and commercial use with residential use

#### **Existing Public Facilities and Services (water and sewer lines etc):**

The Trust has grandfathered water rights to the McKenzie River in addition it has three drinking water wells on the property. Based on the commercial and industrial development on adjacent lands to the



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south, is it clear that those properties are served by urban level public facilities, utilities and services.

**Neighborhood and regional characteristics:**

As noted above, the predominate land use in the area is commercial industrial with some residential uses interspersed. Lands not occupied by some form of dwelling or business seem to be evenly split between idle properties with for sale signs or those with some form of agricultural enterprise.

**Natural or man-made features or other impediments separating the Subject Property from adjacent resource land , such as roads, water courses, utility lines, rights of way, that effectively impede practicable resource use of all or part of the Subject Property:**

As noted above, the McKenzie River and Interstate 5 which, along with the heavy development to the south, create access barriers to and from the property

**Other relevant factors:**

**Soils:**

The main soil types on this parcel are those found near and in the flood plain of larger rivers. The property is a remnant island formed in an oxbow of the McKenzie River. The Newberg-Camas-Cloquato Association is formed upon level and well to excessively drained flood plains. The soils are of alluvial origin and contain a large proportion of sand and gravel indicative of those origins.

The Lane County Soil Survey lists the following agricultural uses for these soils: small grains, grass and legumes for seed, hay, pasture, berries, and timber. Crops previously grown on the property have included green beans, wheat, kale, ryegrass, dill, and perennial



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ryegrass. Because of the high risk associated with raising berries, melon and potatoes, the Trust opted never to engage in those enterprises.

The following table summarizes the characteristics of the soils:

**Table 1. Soil characteristics within the subject property.**

1. Soil Series Class	Symbol	Area(%)	Capability
Camas gravelly sandy loam	22	14.5	IVw
Fluvents	48	35.1	VIIw
Newberg fine sandy loam	95	44.9	IIw
Riverwash	114	5.4	VIIw

NOTE: The soils percentages were calculated from a downloaded image from Lane County Maps which was digitized in GIS to estimate the percentage of soils within the taxlot.

The property does not qualify as High Value Farmland as defined in the LCDC administrative rule OAR 660-033-020(8) and ORS 215.710(3), because only 45% of the soil qualifies as high value (Newberg fine sandy loam). For this reason, the subject property should be given higher priority in the UGB amendment process than other resource land that is high value farmland, under state law (ORS 297.298(4)).

The fluvents and riverwash soils occupy the actively developing floodplains immediately adjacent and within present stream channels. These areas contain large amounts of sand and gravel which contributes to the excessive drainage of these soils.

As can be seen in the above table, the main limiting factor for this property is wetness, usually due to a seasonally high water table due to the proximity of the river. The lower lying Newberg soils regularly flood while the Camas soils flood only in times of very high water.





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The main problem with the soils from an agronomic perspective is the coarse texture of the soils which limits their water holding capacity. Fine sands, sands, and gravels have the capability to grow some good crops if irrigations is properly applied.

CONCLUSIONS:

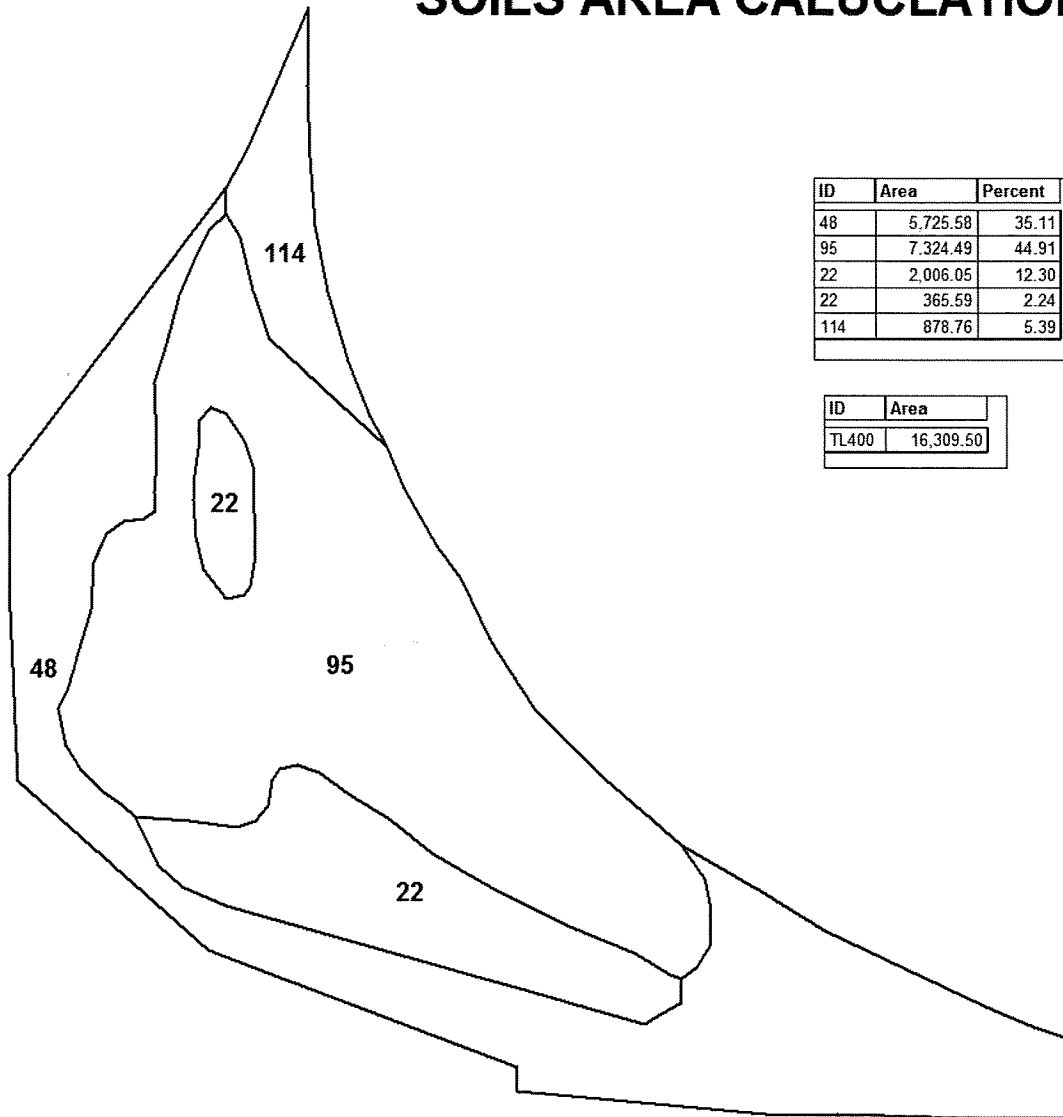
The Wicklund Trust Property consists of soils which are not High Value Farmland as defined by LCDC rule, and has been shown to be difficult to farm due to increasing urbanization which makes access to the property for large farm equipment difficult. The property is hemmed in by the McKenzie River, Interstate 5, and commercial/industrial development.

Considering the characteristics of the subject parcel, the characteristics of adjacent lands, and the relationship between the two, this property could easily be absorbed into the UGB of Springfield without adversely affecting the agricultural economy in the area and ought to be given a higher priority than lands better suited to agricultural enterprises.



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## WICKLUND UGB SOILS AREA CALUCLATIONS



  
NORTH

Scale: 1 inch = 30 feet

GIS Mapping by Northwest Ag Consulting

# DEMOGRAPHICS

Subject Property:

3951 Maple Island Farm Rd., Springfield, OR 979477

17-03-15-40-00400

- 2000 US Census Overview Comparison Report
- Demographic Snapshot Comparison Report with Charts

Disclaimer: This is a courtesy product compliments of the Land Development/Builder Services Division of Fidelity National Title. The information provided is not guaranteed in any manner as to accuracy.



**Fidelity National Title Company**



# Fidelity National Title<sup>®</sup>

Company of Oregon

**Geography:** (3 Selected) 1,3,5 mile radii: INTERNATIONAL WAY & MAPLE ISLAND FARM RD,  
SPRINGFIELD, OR 97477

**City:** Springfield **Pop:** 56,856  
**County:** Lane County **Pop:** 354,298  
**Zip:** 97477 **Pop:** 35,895

## 2000 US Census Overview Comparison Report

	1 Miles:	3 Miles:	5 Miles:
<b>Basic Variables</b>			
Population	3,640	56,139	125,271
Female Population	1,867	29,164	63,487
Female Percentage	51.3%	52.0%	50.7%
Male Population	1,772	26,975	61,784
Male Percentage	48.7%	48.1%	49.3%
Households	1,523	23,166	52,957
<b>Age: Total</b>			
Age 0 to 4	7.9%	6.5%	5.7%
Age 5 to 9	6.6%	6.5%	5.6%
Age 10 to 13	4.3%	5.2%	4.4%
Age 14 to 17	4.2%	5.3%	4.6%
Age 18 to 20	6.6%	5.7%	8.2%
Age 21 to 24	9.3%	7.4%	10.3%
Age 25 to 29	8.8%	7.2%	8.4%
Age 30 to 34	7.2%	6.4%	6.8%
Age 35 to 39	6.5%	6.5%	6.5%
Age 40 to 44	6.3%	6.9%	6.8%
Age 45 to 49	5.4%	7.5%	7.4%
Age 50 to 54	5.0%	6.5%	6.3%
Age 55 to 59	3.7%	4.7%	4.3%
Age 60 to 64	2.9%	3.6%	3.1%
Age 65 to 69	2.9%	3.3%	2.6%
Age 70 to 74	2.6%	3.3%	2.7%
Age 75 to 79	3.3%	3.2%	2.6%
Age 80 to 84	3.0%	2.5%	2.0%
Age 85 Plus	3.8%	2.1%	1.8%
Median Age	31.5	35.0	31.9
<b>Educational Attainment</b>			
No schooling completed	1.1%	0.5%	0.5%
School: PreK to 8	4.2%	3.2%	3.0%
School: 9th to 11th grade, no diploma	7.1%	8.4%	8.4%
School: High school graduate	27.6%	25.1%	23.2%
College: Associate degree	8.4%	7.2%	6.8%
College: Some college, no degree	31.1%	29.9%	27.9%

College: Bachelor's degree	12.9%	16.6%	18.2%
College: Graduate degree	7.8%	9.0%	12.0%
<b>Race &amp; Ethnicity</b>			
American Indian and Alaska Native Alone	1.2%	1.1%	1.2%
Asian Alone	2.4%	2.2%	3.0%
Black Alone	1.3%	0.9%	1.1%
Native Hawaiian and Other Pacific Islander Alone	0.3%	0.3%	0.2%
Some Other Race Alone	2.6%	2.6%	2.7%
Two or More Races	3.2%	3.3%	3.6%
White Alone	89.0%	89.6%	88.3%
Hispanic or Latino	5.9%	5.6%	5.7%
Not Hispanic or Latino	94.1%	94.4%	94.3%
<b>Income by Type: Household Income</b>			
Less than \$10,000	10.7%	10.5%	15.0%
\$10,000 to \$14,999	5.9%	7.4%	8.5%
\$15,000 to \$19,999	11.3%	8.4%	8.3%
\$20,000 to \$24,999	8.5%	7.3%	7.5%
\$25,000 to \$29,999	9.5%	6.7%	6.6%
\$30,000 to \$34,999	9.6%	8.3%	7.4%
\$35,000 to \$39,999	6.1%	6.0%	6.2%
\$40,000 to \$44,999	6.6%	5.4%	5.5%
\$45,000 to \$49,999	6.0%	5.8%	5.2%
\$50,000 to \$59,999	7.9%	8.5%	8.0%
\$60,000 to \$74,999	6.2%	9.3%	7.9%
\$75,000 to \$99,999	7.5%	8.1%	6.6%
\$100,000 to \$124,999	2.5%	3.6%	3.1%
\$125,000 to \$149,999	0.6%	1.6%	1.4%
\$150,000 to \$199,999	0.2%	1.4%	1.3%
\$200,000 or more	1.0%	1.6%	1.5%
Median Household Income	\$32,047	\$36,076	\$32,675
Per Capita Income	\$16,883	\$20,253	\$18,723
Average Household Income	\$40,360	\$49,079	\$44,290
<b>Size of Household</b>			
1 Person Households	33.9%	27.3%	32.6%
2 Person Households	30.4%	37.2%	35.4%
3 Person Households	19.0%	16.0%	15.0%
4 Person Households	11.8%	12.2%	10.7%
5 Person Households	4.8%	5.1%	4.3%
6 Person Households	0.8%	1.3%	1.5%
7 + Person Households	0.6%	0.8%	0.6%
<b>Housing Value &amp; Rental Costs</b>			
Median Owner-Occupied Housing Value	\$128,818	\$140,438	\$138,024
Average Monthly Contract Rent	\$561	\$596	\$558

**Housing Units - Year Moved In**

1969 or earlier	6.2%	5.7%	5.5%
1970 to 1979	3.3%	7.1%	6.0%
1980 to 1989	9.3%	12.0%	11.0%
1990 to 1994	15.6%	15.9%	13.5%
1995 to 1998	29.1%	30.8%	30.8%
1999 to 2000	36.5%	28.6%	33.2%
Housing Stability (5 Year)	32.9%	37.6%	33.8%
Housing Turnover (1 Year)	35.0%	28.6%	33.2%

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Current year data is for the year **2009**, 5 year projected data is for the year **2014**. [More About Our Data](#).

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# Fidelity National Title<sup>®</sup>

Company of Oregon

**Geography:** (3 Selected) 1,3,5 mile radii: INTERNATIONAL WAY & MAPLE ISLAND FARM RD, SPRINGFIELD, OR 97477

**Lat:** 44.088390 **Long:** -123.035010  
**City:** Springfield **Pop:** 56,856  
**County:** Lane County **Pop:** 354,298  
**Zip:** 97477 **Pop:** 35,895

## Census Trend 1980 - 2000 Comparison Report with Charts

1 Miles:

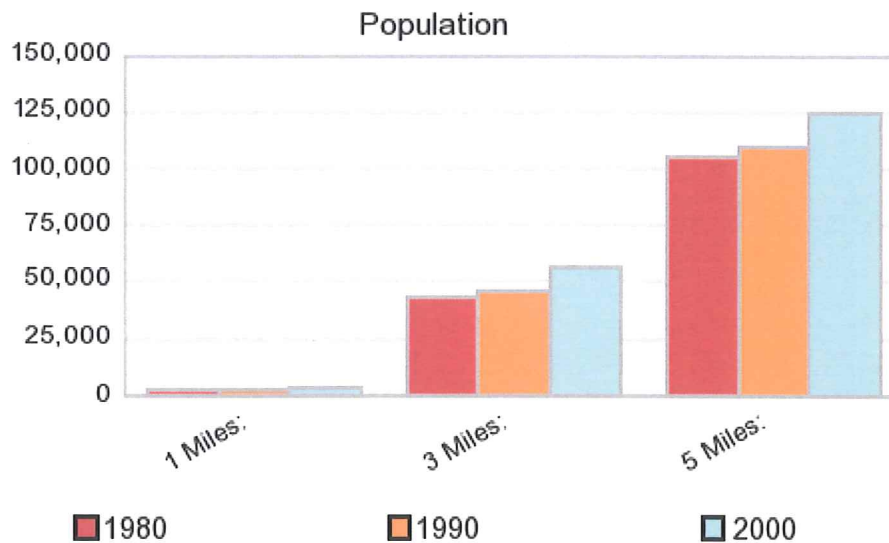
3 Miles:

5 Miles:

### Basic Variables

#### Population Trend

1980	2,500	43,278	106,043
1990	2,699	45,833	109,607
2000	3,640	56,139	125,271
1980 to 1990	8.0%	5.9%	3.4%
1990 to 2000	34.9%	22.5%	14.3%



#### Households Trend

1980	1,088	17,009	43,030
1990	1,189	18,538	45,108
2000	1,523	23,166	52,957
1980 to 1990	9.3%	9.0%	4.8%
1990 to 2000	28.1%	25.0%	17.4%

#### Median Age Trend

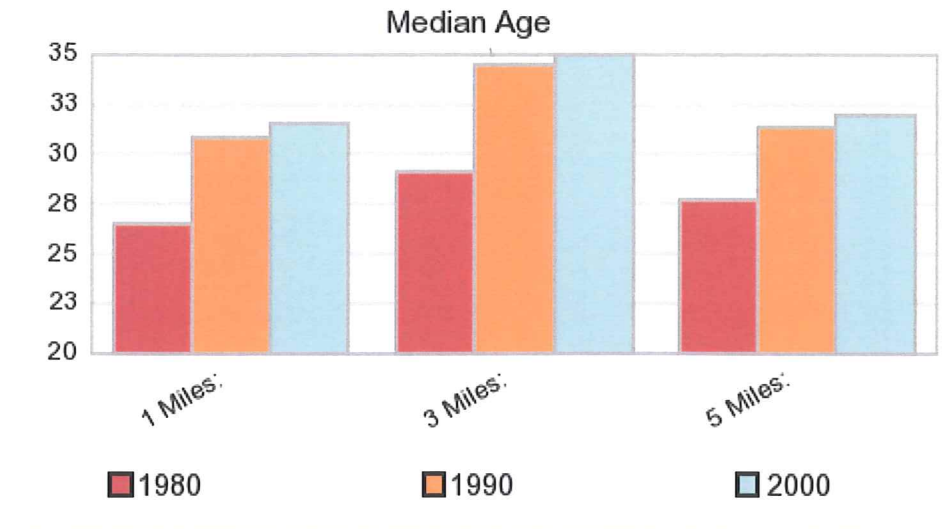
1980	26.6	29.2	27.7
1990	30.9	34.4	31.3
2000	31.5	35.0	31.9

1980 to 1990  
1990 to 2000

16.2%  
2.1%

18.0%  
1.7%

13.1%  
2.0%



**Household Income**

**Average Household Income Trend**

1980	\$17,446	\$20,455	\$17,518
1990	\$27,895	\$33,610	\$29,757
2000	\$40,360	\$49,079	\$44,290
1980 to 1990	59.9%	64.3%	69.9%
1990 to 2000	44.7%	46.0%	48.8%

**Per Capita Income**

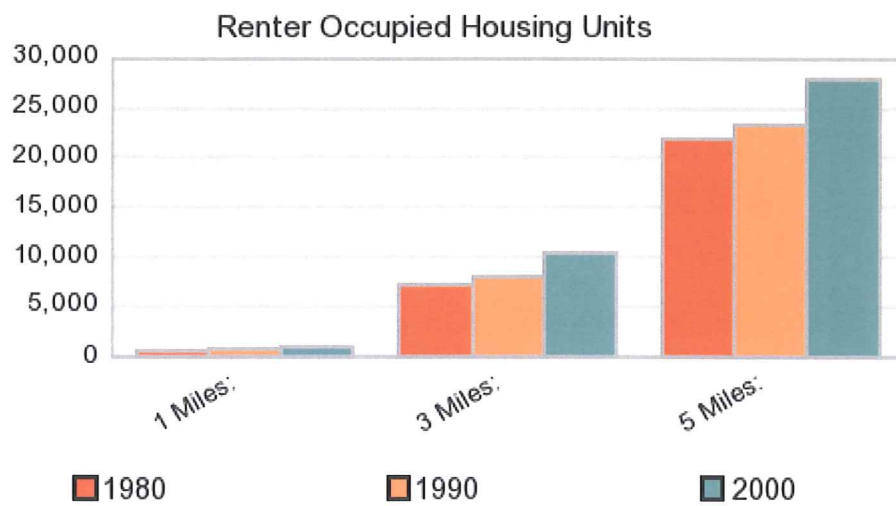
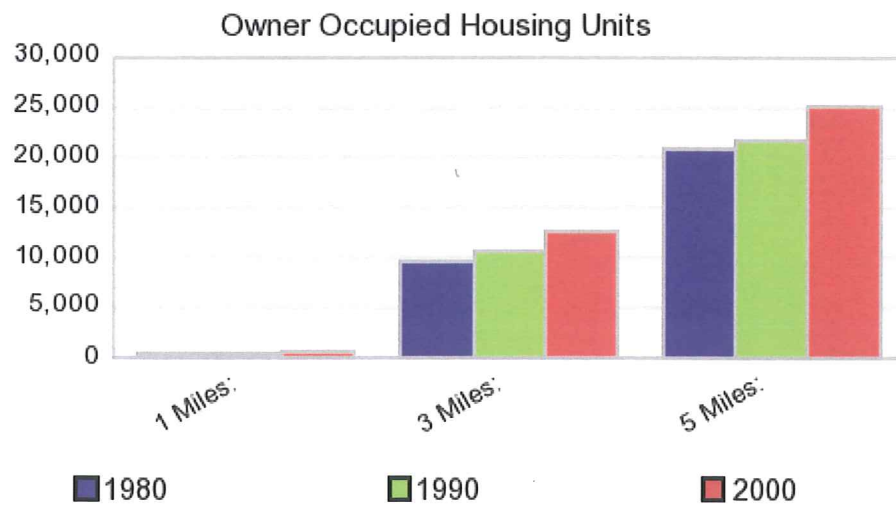
1980	\$7,598	\$8,071	\$7,273
1990	\$12,023	\$13,603	\$12,484
2000	\$16,883	\$20,253	\$18,723
1980 to 1990	58.2%	68.5%	71.6%
1990 to 2000	40.4%	48.9%	50.0%

**Median Household Income**

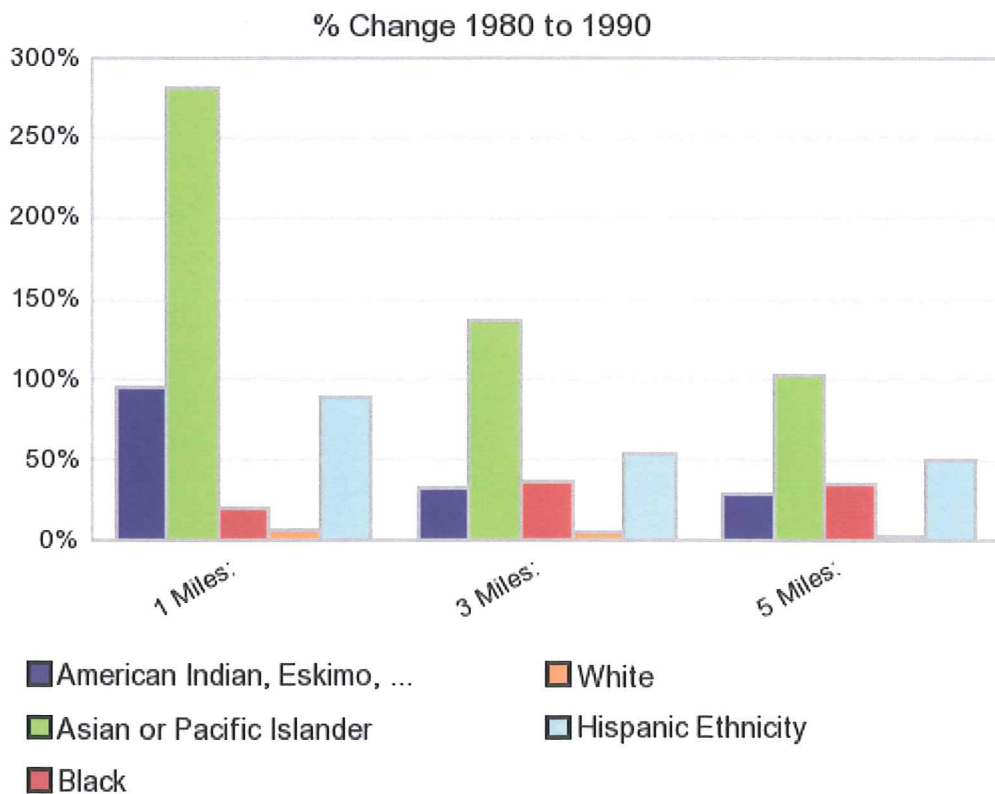
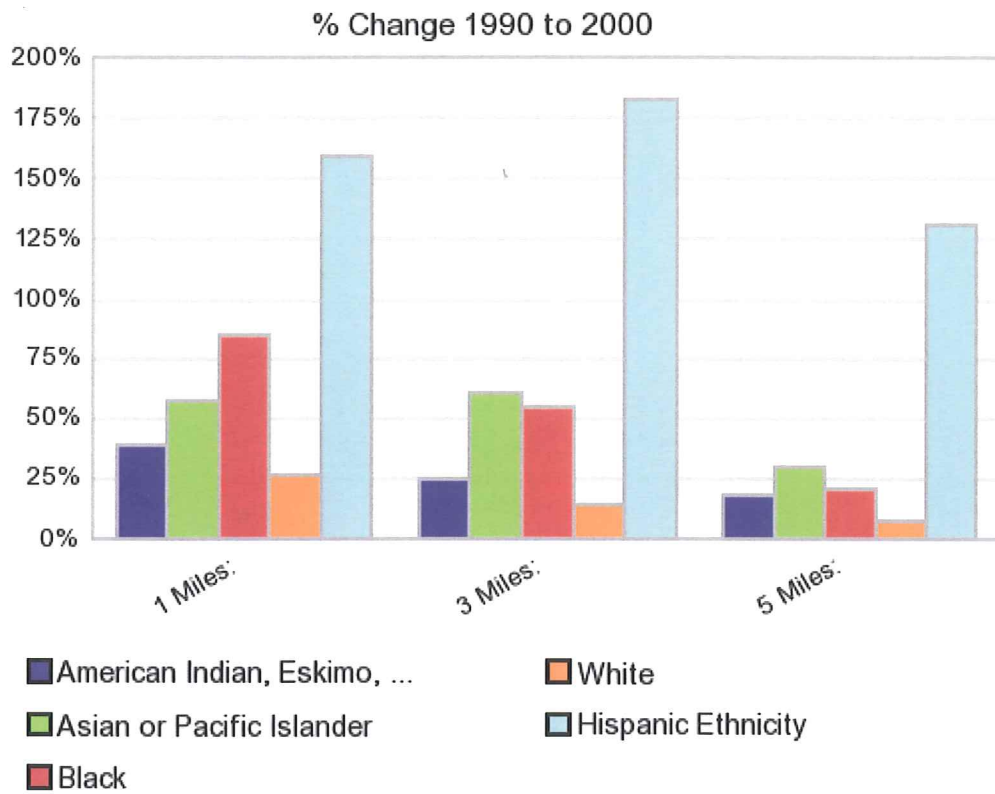
1980	\$15,226	\$17,193	\$13,950
1990	\$24,128	\$26,758	\$22,371
2000	\$32,047	\$36,076	\$32,675
1980 to 1990	58.5%	55.6%	60.4%
1990 to 2000	32.8%	34.8%	46.1%







**Race and Ethnicity**



1990	31	479	1,209
2000	44	601	1,436
1980 to 1990	94.6%	32.5%	28.8%
1990 to 2000	39.5%	25.4%	18.8%

#### Asian or Pacific Islander Population Trend

1980	16	366	1,535
1990	62	865	3,115
2000	98	1,394	4,054
1980 to 1990	281.8%	136.3%	102.9%
1990 to 2000	57.5%	61.0%	30.2%

#### Black Population Trend

1980	21	246	804
1990	26	334	1,086
2000	48	520	1,311
1980 to 1990	20.7%	35.9%	35.2%
1990 to 2000	84.9%	55.4%	20.7%

#### White Population Trend

1980	2,417	41,886	101,274
1990	2,552	43,831	103,150
2000	3,238	50,303	110,645
1980 to 1990	5.6%	4.6%	1.9%
1990 to 2000	26.9%	14.8%	7.3%

#### Other Population Trend

1980	26	402	1,455
1990	27	321	1,048
2000	95	1,448	3,316
1980 to 1990	1.8%	-20.2%	-28.0%
1990 to 2000	252.1%	351.0%	216.5%

#### Hispanic Ethnicity Trend

1980	44	730	2,072
1990	83	1,122	3,093
2000	215	3,165	7,159
1980 to 1990	89.3%	53.6%	49.3%
1990 to 2000	159.8%	182.1%	131.5%

Current year data is for the year 2009, 5 year projected data is for the year 2014. More About Our Data.

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# MISCELLANEOUS

Subject Property:

3951 Maple Island Farm Rd., Springfield, OR 97477

17-03-15-04-00400

- Aerial Photo
- Urban Growth Boundary (UGB) line location
- City of Springfield - Contacts Information

Disclaimer: This is a courtesy product compliments of the Land Development/Builder Services Division of Fidelity National Title. The information provided is not guaranteed in any manner as to accuracy.



**Fidelity National Title Company**

## City Manager's Office

Hours	8:00a.m. to 5:00p.m., Monday - Friday
Address	225 Fifth Street, Springfield, Oregon, 97477
Telephone	541-726-3700
Fax	541-726-2363
E-mail	<a href="mailto:cmo@ci.springfield.or.us">cmo@ci.springfield.or.us</a>
Mayor's Office	541-726-3702
City Recorder	541-726-4666
Volunteering	541-726-3700
City Meeting Rooms	541-726-3700
Complaints	541-726-3700
TDD	541-726-2247
City Manager	Gino Grimaldi
Administrative Aide/City Recorder	Amy Sowa
Administrative Coordinator	Julie Wilson
Assistant City Manager	Cynthia Pappas
Community Relations Coordinator	Niel Laudati
Economic Development	John Tamulonis
Office Assistant	Trudy Borrevik

## Development Services

Hours	8:00a.m. to 5:00p.m., Monday - Friday
Address	225 Fifth Street, Springfield, Oregon, 97477
Telephone	541-726-3753
Fax	541-726-3689
E-mail	<a href="mailto:dsd@ci.springfield.or.us">dsd@ci.springfield.or.us</a>
Springfield Museum	541-726-2300
Planning and Building Information	541-726-3759
Building Inspection	541-726-3769
Inspection Request Recorder	541-682-2493
Business Licenses	541-726-3735
Housing Programs	541-726-2358 office ---- 541-741-2763 fax
Economic Development	541-726-3656
Fax for Economic Development	541-726-2763
Department Director	Bill Grile
Community Services Manager	Dave Puent
Community Planning Manager	Greg Mott
Urban Planning Manager	Greg Mott
Museum/Art Gallery Coordinator	Kathy Jensen

## Finance

Hours	8:00a.m. to 5:00p.m., Monday - Friday
Address	225 Fifth Street, Springfield, Oregon, 97477
Telephone	541-726-3704
Fax	541-726-3782



E-mail	<a href="mailto:finance@ci.springfield.or.us">finance@ci.springfield.or.us</a>
Accounts Payable	541-726-3708
Purchasing	541-744-3371
Assessment Billings	541-726-3709
Department Director	Bob Duey
Purchasing	Jon Hiltbrand
Accounts Payable	Leslie Wilson

### Municipal Court

Hours	8:00a.m. to 5:00p.m., Monday - Friday
Address	344 A Street, Springfield, Oregon, 97477
Telephone	541-726-3748
Fax	541-744-3376
Municipal Court Supervisor	Kathy Cunningham

### City Prosecutor's Office

Hours	8:00a.m. to 5:00p.m., Monday - Friday
Address	344 A Street, Springfield, Oregon, 97477
Telephone	541-726-3732
Fax	541-726-3372
E-mail	<a href="mailto:prosecutor@ci.springfield.or.us">prosecutor@ci.springfield.or.us</a>
Pay a Traffic Ticket	541-726-3748
City Prosecutor	David Logan

### Fire & Life Safety

Hours	8:00a.m. to 5:00p.m., Monday - Friday
Address	225 Fifth Street, Springfield, Oregon, 97477
Telephone	541-726-3737
Fax	541-726-2297
E-mail	<a href="mailto:firelife@ci.springfield.or.us">firelife@ci.springfield.or.us</a>
Report a fire emergency	911
Report a hazardous spill	911
Fire Prevention Services	541-726-3737
FireMed Program Information	541-726-3636
Ambulance Billing Questions	541-726-3734
Fire Chief/Department Director	Dennis Murphy
Deputy Chief/Fire Marshal	Al Gerard
Deputy Chief/Operations	Mark Walker
Battalion Chief/Operations	Dana Burwell
Battalion Chief/Operations	Paul Esselstyn
Battalion Chief/Operations	Bruce Hocking
Battalion Chief/Training	Jeff Kronser
FireMed Program Director	Bart Noll

### Fire Stations

Hours	24 hours/day; seven days/week
-------	-------------------------------

Fire Station 1	6853 Main St., Springfield, Oregon, 97478
Fire Station 2	4765 Main St., Springfield, Oregon, 97478
Fire Station 3	1225 28th St., Springfield, Oregon, 97477
Fire Station 4	1475 5th St., Springfield, Oregon, 97477
Fire Station 5	2705 Pleasant Blvd., Springfield, Oregon, 97477

### Human Resources

Hours	8:00a.m. to 5:00p.m., Monday - Friday
Address	225 Fifth Street, Springfield, Oregon, 97477
Telephone	541-726-3704
TDD Number	541-276-2247
24-Hour Job Line (Recorded)	541-726-3648
Fax	541-726-3782
E-mail	<a href="mailto:hr@ci.springfield.or.us">hr@ci.springfield.or.us</a>
Department Director	Bill Spiry

### Information Technology

Hours	8:00a.m. to 5:00p.m., Monday - Friday
Address	225 Fifth Street, Springfield, Oregon, 97477
Telephone	541-726-3642
Fax	541-726-3782
E-mail	<a href="mailto:it@ci.springfield.or.us">it@ci.springfield.or.us</a>
Department Director	Rod Lathrop

### Library

Hours	Monday-Tuesday, 10:00a.m. to 7:00p.m. Wednesday, 10:00a.m. to 5:00p.m. Thursday-Saturday, Noon to 5:00p.m. Sunday - Closed
Address	225 Fifth Street, Springfield, Oregon, 97477
Telephone	541-726-3766
Fax	541-726-3747
E-mail	<a href="mailto:library@ci.springfield.or.us">library@ci.springfield.or.us</a>
Reference Desk	541-726-3766
Current Special Events	541-726-3766
On-line Catalog	<a href="http://www.ci.springfield.or.us/library">http://www.ci.springfield.or.us/library</a>
Department Director	Bob Russell
Youth Services Division Mgr.	Barbara Thompson
Adult Services Division Mgr.	Jenny Peterson
Volunteer Coordinator/Mgr.	Debbie Steinman
Springfield Arts Commission	Carrie Schindele-Cupples

### Police

Hours - Administration	8:00a.m. - 5:00p.m., Monday - Friday
Hours - Patrol	24 hours/day, 7 days/week



Address	344 A Street, Springfield, Oregon, 97477
Emergency	911
Telephone	541-726-3714
Fax	541-726-3640
E-mail	<a href="mailto:police@ci.springfield.or.us">police@ci.springfield.or.us</a>
Anonymous Tip Line	541-726-3773
Animal Control	541-726-3634
Crime Prevention Programs	541-726-2324
School Resource Officers, D.A.R.E.	541-726-3729
Lock Out Crime (Free Home Inspections)	541-726-2323
TDD	541-726-2286
Chief of Police	Jerry Smith
Captain	Rich Harrison

### Public Works

Hours - Administration	8:00a.m. - 5:00p.m., Monday - Friday
Address	225 Fifth Street, Springfield, Oregon, 97477
Telephone	541-726-3753
Fax	541-726-2309
Hours - Maintenance	8:00a.m. - 4:30p.m., Monday - Friday
Address - Maintenance	201 S. 18th Street, Springfield, Oregon, 97477
Telephone - Maintenance	541-726-3761
Fax - Maintenance	541-726-3621
E-mail	<a href="mailto:publicworks@ci.springfield.or.us">publicworks@ci.springfield.or.us</a>
Environmental Services	541-726-3694
Service Requests	541-726-3761
Department Director	Dan Brown
City Engineer	Ken Vogeney
Environmental Services Manager	Susie Smith
Maintenance Manager	Ed Black





# Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development  
Community Services Division  
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January 29, 2010

Linda Pauly  
Principal Planner  
City of Springfield  
225 5th Street  
Springfield, Oregon 97477



**Transmitted electronically via e-mail to [lpauly@ci.springfield.or.us](mailto:lpauly@ci.springfield.or.us)**

RE: Comments on the Springfield 2030 Refinement Plan (2030 Plan); Springfield File # LRP2009-00014 – DLCD File # Springfield PAPA 012-09

Dear Ms. Pauly:

The Department of Land Conservation and Development (DLCD) thanks the City of Springfield for submitting the Springfield 2030 Refinement Plan (2030 Plan), an amendment to the Eugene-Springfield Metro Plan (the City's acknowledged comprehensive plan) to the department for review and comment through the Post Acknowledgement Plan Amendment (PAPA) process. Please enter the following comments into the record of all hearings on the proposal.

In reviewing the 2030 Plan, we have organized our comments under the following five headings: 1) Establishment of a separate UGB for Springfield; 2) Missing material from the PAPA submittal; 3) Clarify relationship of the 2030 Plan to the Metro Plan; 4) Previous comments not addressed; and 5) Additional comments.

## **1. Establishment of a separate UGB for Springfield:**

First we would like to confirm the process for reviewing the City's request to establish a separate urban growth boundary (UGB) to replace that portion of the existing Eugene-Springfield UGB in Metro Plan for Springfield's jurisdictional area.

ORS 197.626 and OAR 660-025-0175 place review of a city's urban growth boundary (UGB) evaluation and amendment under the jurisdiction of DLCD for review in the manner of a periodic review task because the amendment includes more than 50 acres and the UGB has a population of 2,500 or more. The adopted products that form the basis of the UGB evaluation, such as the 2030 Plan and any supporting studies used to justify any UGB proposal are also then reviewed in the manner of a periodic review task. "In the manner of periodic review" essentially means that the DLCD director has approval authority for the amendment and that the Land Conservation and Development Commission (LCDC) is the hearings body for an appeal of the decision. A decision by LCDC may then be appealed to the Oregon Court of Appeals. The Land Use Board of Appeals does not have jurisdiction over this type of UGB amendment.

Under OAR 660-025-0150(3), the DLCD director has 120 days to take action on a city's UGB submittal. The director may approve or remand the submittal, or approve parts while remanding other parts. The director may also choose to refer the matter to LCDC for hearing and decision by the commission. Following a decision by the director, anyone filing a valid objection may appeal the director's decision to the commission and, following the commission's decision, may appeal that decision to the Oregon Court of Appeals.

## **2. Missing material from the PAPA submittal:**

In the course of reviewing the proposed PAPA (File No. LRP2009-00014), the following materials were not included in the submittal:

- Proposed urban growth boundary map describing a separate UGB for Springfield as discussed in the 2030 Plan;
- Springfield 2030 Land Use Diagram describing the site-specific representation of Springfield's UGB and land use inventories that replaces the Metro Plan diagram (April 2004) as the acknowledged comprehensive plan map for all land east of I-5 within the proposed Springfield UGB;
- Annotated copy of the current Metro Plan, identifying those provisions of the plan that are affected by the 2007 legislature's enactment of HB 3337, as implemented by this plan;
- Springfield Master Plans Diagram;
- Springfield Refinement Plans Diagram; and
- Chapter 6, Findings for the 2030 Plan.

Until DLCD receives the missing items, we will not be able to complete our review of the plan amendment or determine its adequacy for adoption.

## **3. Clarify relationship of the Springfield 2030 Plan to the Eugene-Springfield Metro Plan:**

In Chapter 1, Introduction, of the Springfield 2030 Refinement Plan (2030 Plan), in the first paragraph of the "Purpose" section (page 5), the text states:

*"Springfield 2030 Refinement Plan (2030 Plan) is a special-purpose refinement plan... that refine[s] and augment[s] the Eugene-Springfield Metropolitan Area General Plan (Metro Plan)... the 2030 Plan is a refinement plan of the Metro Plan for land east of Interstate 5 Highway."*

The text on pages 5 and 6 goes on to state that:

*"Adoption of this refinement plan and urban growth boundary does not repeal or otherwise affect the applicability or acknowledged status of the Metro Plan or any of its elements outside Springfield's jurisdictional area."*

Based on the statements above it is our understanding that it is Springfield's intent that Metro Plan remain in force as the City's comprehensive plan; and that the 2030

Plan refines and augments the Metro Plan. However, based on our review of other elements of the 2030 Plan, as well as subsequent statements made in the 2030 Plan, this relationship between the Metro Plan and the 2030 Plan is not supported in the text of your submittal. For example, Chapter 1 states that the 2030 Plan will establish for Springfield:

- A new urban growth boundary;
- New policies addressing urbanization of land between the city limits and the Springfield UGB;
- New Plan designations, policies, and procedures; and
- A new land use plan diagram;

It is not clear how the city will reconcile differences between the two plans (Metro Plan and the 2030 Plan) so that they are consistent with each other when there is a clear difference that could affect the validity of either one or both plans. It appears from the incorporation of these new elements that some amendments to the Metro Plan may be in order; none are included or recommended in the amendment.

This is a specific issue when it comes to the Metro Plan and the proposed Springfield UGB, policies addressing urbanization, new plan designation, and a new land use diagram. Assertions in the 2030 Plan clearly challenge the continued applicability of the Metro Plan as the acknowledged comprehensive plan for the Springfield portion of the Eugene-Springfield Metro Area.

#### **4. Previous comments not addressed:**

The local planning process leading up to preparation of the 2030 Plan for Springfield generated numerous supporting planning studies and documents including:

- Commercial-Industrial Buildable Lands Inventory
- Residential Buildable Lands Inventory
- Land Use Efficiency Measures Study
- Economic Opportunities Analysis along with an Economic Development Strategy and Objectives
- Residential Lands-Housing Needs Analysis
- Public, Semi-Public Lands Needs Analysis
- UGB Alternatives Analysis

During the local public process leading up to the preparation of the above inventories and studies, department staff has submitted informal questions, comments and recommendations. As of this date we have not received any response from the city regarding those questions or concerns.

In addition to, and associated with this PAPA for the Springfield 2030 Refinement Plan (LRP2009-00014, DLCD PAPA # 012-09), the city has submitted:

- A PAPA for its BLI of its Residential Lands and Housing Needs Analysis (LRP2007-00030, DLCD PAPA # 007-09),
- A PAPA for its BLI for employment lands and an EOA (LRP2007-00031, DLCD PAPA # 009-09), and

- A PAPA for its Land Use Efficiency Measures (LRP2009-00015, DLCD PAPA # 011-09).

The Department previously submitted formal comments on the first two of the above for residential lands/housing needs and employment lands and the EOA. The Springfield City Council approved both plan amendments by resolution without responding to department comments. We understand from the City's statements that these resolutions do not represent the City's final decision on these matters (as of this date a final hearing date has not been set) and are not subject to appeal under the statutes and rules governing post acknowledgement plan amendments. However, since both LRP2007-00030 and LRP2007-00031 form the basis for Springfield's 2030 Refinement Plan and UGB, all of the comments previously raised are relevant and applicable to this plan amendment and must be addressed at this time. Attached to and submitted with this letter are copies of previous department letters with comments on these two plan amendments (Attachment 2 and 3).

**5. Additional comments:**

Attachment 1 contains our detailed comments on the draft 2030 Plan.

Should the city have any questions regarding this process please do not hesitate to contact me by phone at (971) 239-9453 or by e-mail at [ed.w.moore@state.or.us](mailto:ed.w.moore@state.or.us).

Respectfully,



Ed Moore, AICP  
South Willamette Valley Regional Representative

- c. Bill Grile, Director, Springfield DSD  
Kent Howe, Planning Director, Lane County  
File: Springfield PAPA 012-09

# Springfield LRP2009-00014; DLCD 012-09

## Attachment 1

### SECTION A: SPRINGFIELD 2030 REFINEMENT PLAN –

#### A) Chapter 1 – Introduction:

- (1) Page 7, it states ***“The 2030 Plan map constitutes the only comprehensive plan map for the urbanizable area of Springfield, including all references to a plan diagram for Springfield contained in the Metro Plan.”*** If the 2030 Plan Map is to replace the existing Metro Plan Diagram and UGB map, then Metro Plan must be amended to eliminate both the Metro Plan Land Use Diagram and UGB for the area east of the freeway. However, Based on this and other statements made in Chapter 1, it appears that while the 2030 Plan asserts that the Eugene-Springfield Metro Plan will remain the comprehensive plan for Springfield, in practice, the 2030 Plan is to be treated and function as the comprehensive plan for all lands inside the Springfield UGB. ORS 197 and Goal 2 even with the “not withstanding” language in HB 3337 and as codified in ORS 197.304 do not allow Springfield to have two comprehensive plans. The City needs to decide which planning document, the Metro Plan or the Springfield 2030 Plan, is the comprehensive plan for the city and make appropriate amendments to both documents to reflect that relationship
- (2) Page 8, it states ***“The new diagram adopted with the 2030 Refinement Plan is a site-specific representation of Springfield’s UGB and land use inventories and as such, replaces the Metro Plan diagram (April 2004) as the acknowledged comprehensive plan map for all land east of I-5 and within Springfield’s UGB.”*** To achieve this outcome, the Metro Plan must be amended to eliminate the Metro Plan Diagram and Metro UGB east of I-5; alternately, the Metro Plan Diagram could be amended to incorporate the 2030 Plan Diagram and Springfield UGB. And if the 2030 Plan goes outside the Metro Plan Boundary, the Metro Plan and the Lane County Rural Comprehensive Plan will need to be amended for that as well.
- (3) Page 8, is states ***“[T]he 2030 Plan is the guiding policy document for all land use decisions within Springfield’s urban growth boundary”*** and ***“The Springfield 2030 Plan substantially replaces the Metro Plan as Springfield’s primary land use plan for the plan period ending in 2030”*** and ***“this plan will supplant the conflicting provisions of the other plans pursuant to the requirement of the 2007 statute that the cities of Eugene and Springfield establish their separate urban growth boundaries “notwithstanding intergovernmental agreements and acknowledged comprehensive plan provisions to the contrary.”*** In order to affect these claims, as part of its adoption of the 2030 Plan, the City will need to

amend the Metro Plan to eliminate its applicability to that portion of the Eugene-Springfield Metro Area east of I-5 Highway, and the Lane County Rural Comprehensive Plan as appropriate.

- (4) Page 9, it states *“The Metro Plan is the guiding land use policy document for land use decisions except insofar as inconsistent with the “notwithstanding acknowledged comprehensive plans”* language of HB 3337. Based on this statement and other assertions made in Chapter 1, it is unclear what this statement means in practice. Who makes this determination? How is it made? To what extent is this an issue? The implications of this statement in the 2030 Plan must be fully and clearly articulated as part of the planning document.

In conclusion, under Goal 2 and ORS 197, the Springfield can have only one comprehensive plan and any subsequent refinement plan must be consistent with the comprehensive plan. It would appear from the above that for the 2030 Plan to be adopted as a refinement plan to the Metro Plan, companion amendments to the Metro Plan are needed.

## **B) Chapter 2 – Urbanization:**

In the **Overview** section, there is a reference to inserting a UGB map which is missing from the submittal. There is one draft UGB map with plan designations that was submitted with the PAPA notice. The UGB shown on the map appears to mirror the current UGB as represented in the Metro Plan. What is not clear is whether the land use designation inside the UGB represent the proposed land use diagram for the 2030 Plan or merely reflect what is currently shown on the Metro Plan Land Use Diagram. Finally, the submittal lacks a map showing proposed zoning for the parcels to be added to the UGB as required by OAR 660-024-0050(6).

The plan designations and zoning for urbanizable land outside city limits and within UGBs must “manage the use and division of urbanizable land to maintain its potential for planned urban development until appropriate facilities and services are available or planned (Goal 14, “Urbanizable Land” section), “consistent with the need determination” (OAR 660-024-0050(6). The city and county may either retain the pre-UGB amendment rural designation and zoning, or apply one or more interim “holding” designations and zoning that appropriately restrict the size of new parcels and permitted uses (see OAR 660-024-0050(6). Policy # 7 appropriately states that an Urban Holding Area (UHA) designation shall be applied to parcels added to the UGB; however, the plan designations on the only map in the submittal are urban designations.

Section F of the PAPA submittal contains a series of maps used in the UGB analysis. In the sub-folder labeled “Third draft maps 7-14-09” are a series of study areas maps; however, there isn’t a study area boundary line; the data goes out to the paper margin. These maps need to be revised to identify a study area boundary.

Section F also contains a series of UGB expansion maps labeled “Concept 1, 2 and 3.” Nothing in the rest of the submittal indicates which concept, or combination thereof is the preferred alternative for UGB expansion. Furthermore, all the maps

have a creation date of July 2009 and show areas suitable for both residential and employment land. Since the creation dates on concept maps predate interim decisions by the Springfield City Council with regard to the city's residential and employment land needs, it is unclear what these maps represent. This is especially true when considering residential land need. In December, the City Council made an interim decision that the city needed no additional land to meet its "needed housing" requirement; only that it had a surplus of low density residential and a deficit of high density residential which could be met by re-designating low density residential land to high density.

The map of the proposed land use plan for parcels to be added to the UGB is not dated. Was it produced before or after the City Council adopted a revised RLHNA? Does it reflect the current proposal for no residential expansion east of I-5? The department can't determine the latter because the map shows only the proposed UGB and plan designations, but not the existing UGB plan designations with which to compare it. The lack of a complete efficiency measures analysis and boundary location alternatives analysis means the UGB amendment submittal is incomplete.

Finally, related to Goal 5 requirements for a UGB amendment, based on the submittal, it appears that Springfield, when establishing its own UGB, may want to include additional lands for employment use that are not already within the Metro UGB. Should that be the case, the city will need to complete the necessary Goal 5 inventory as required in OAR 660.23.250. In other words if the city knows that wetlands, riparian areas, and/or wildlife habitat exist in the proposed expansion area the city needs to complete a Goal 5 inventory and adopt the inventory of significant resources when they adopt the UGB expansion. The City's existing program for protection of these categories of resources may apply directly to these newly identified significant resources, or the City may have to do some additional work to specify a protection strategy.

- (1) The **Policies and Implementation Action** section needs to be reformatted to distinguish proposed policies from proposed implementation actions.
- (2) In the **Urban Holding Area (UHA) Interim Plan Designation** sub-section, it is unclear based on policy 7 and subsequent descriptions of UHAs for employment and residential lands how "newly urbanizable lands" designated "Urban Holding Area" will be afforded sufficient protection from development that does not match the land needs identified in the EOA and HNA. The urbanization element describes Springfield's proposal to designate the newly-urbanizable lands as "Urban Holding Areas" without addressing requirements prior to urbanization based on their cited criteria to propose adding them in the UGB. They state details will be addressed at a later time prior to any zone change or designation to the concerned parcel. Goal 14 demands an orderly and efficient transition from rural to urban uses, which means that requirements and details need to be addressed prior to bringing land into the UGB. With regard to the master planning requirement in policy 8, there does not appear to be any implementation measure that would place this requirement in the Springfield Development Code (SDC).



(3) The **Land Use Efficiency Measures Implementation** sub-section needs to be amended to identify what the existing and supplemental efficiency measures are and what are the Phase One Land Use Efficiency Measures. Policies # 9-11 appropriately address efficiency measures, but, as commented elsewhere, these policies don't appear to have been implemented through adoption of efficiency measures along with the proposed UGB amendment.

# 11 states that "*Efficiency measures may be reflected in land supply calculations to the extent that they are likely to increase supplies of land suitable and available to meet identified needs during the relevant planning period.*" Employment densities are not identified as part of an implementation and policy strategy; Goal 14 requires local jurisdictions prior to expanding their UGB shall demonstrate that needs cannot be reasonably accommodated on land already inside the UGB.

(4) **Focused District Specific Plans to Facilitate Urbanization through Redevelopment,**

# 12 – 25 address how, through district and specific plans, the city will support "*efficiency of land use*" and identifies the following plans to be prepared:

- Downtown District Plan and Implementation Strategy.
- Glenwood Riverfront District/Franklin Corridor District Plan and Focus Area One plan amendments.
- Glenwood Focus Area Two and Three plan amendments.

How is the "*efficiency of land use*" that is to be represented by these proposed plans reflected in the 2030 Plan Land Use Diagram and Springfield UGB?

#22 states that future district specific planning processes shall identify "*soft sites*" with the greatest potential for redevelopment and shall include analyses to evaluate economic feasibility of redevelopment. What are soft sites? And how were "soft sites" considered in the land needs analysis in the EOA?

The 2030 Plan does not appear to address the city's nodal development strategy, which is the region's locally adopted device to comply with the Transportation Planning Rule (OAR 660, division 12) and Statewide Planning Goal 12. The nodal development strategy, contained in the region's transportation system plan (TSP), is the city's approach to reducing reliance on the automobile. The relationship between the land need analyses in the EOA and the city's strategy to encourage higher-density development and redevelopment in nodes is mentioned but not analyzed.

(5) **Land Inventories and Monitoring**

# 28 is incomplete. In the last sentence it states: "*Add Goal 10 definition of constraints.*" The city also needs to also add the definition of "buildable land" in OAR 660-008-0005(2) before adoption.

# 29, a table is presented that lists assumed constraints for both employment and residential lands. In the "Assumed Constraints – Residential Land"

- a) **“Over 25% slopes”** is appropriate only if the development code prohibits all residential development on slopes over 25%. If the code merely limits development or sets a lower density, then these parcels may not be automatically considered unbuildable; the buildable amount of each such parcel must be calculated and added to the residential BLI.
- b) **“Wetlands”** and **“riparian resource areas”** are appropriate only if they are inventoried and protected in compliance with Goal 5 and division 23. Please add to this policy.
- c) **“Small irregularly shaped lots”** is not an appropriate criterion for exclusion from the BLI or for a UGB location analysis. It is vague and subjective, plus there are many such lots that can be developed with permitted uses under the city’s development standards. This criterion should be deleted.
- d) **“Publicly owned land”** is not an automatic exclusion from the BLI. Under OAR 660-008-0005(2), the city must inquire of the public owners of residentially zoned land, whether they intend to sell or develop their land for residential uses during the 20-year planning period. Please add to this policy

# 30, the 2010 UGB Expansion Areas table is incomplete, missing data.

# 32: *“shall include land areas of sufficient size and scale to be integrated into the urban area as complete neighborhoods or other community elements rather than as isolated individual parcels”* is not a valid site need characteristic under Goal 14 and OAR 660, division 24 and should be deleted.

**(6) Urban Holding Areas – plan amendment (PAPA) process required to remove UHA and allow designation for urban development**

# 38: Valid site need characteristics from employment land are controlled by Goal 14 and division 24, not just division 9. The city needs to add the relevant text in the “Land Need” section of Goal 14, and the text of OAR 660-024-0060(5).

# 42 states that *“land in areas identified as EMPLOYMENT OPPORTUNITY - URBAN HOLDING AREA (E- UHA) shall be designated to 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.”* While the E-UHA designations are established on supply and site needs identified in the EOA, this plan designation does not afford the protection needed to preclude inappropriate development of these areas that do not match the needs identified in the EOA. This policy needs to be supported with an implementation action that will protect these sites for this purpose.

# 43 states that *“sites over 20-acres in areas identified as EMPLOYMENT OPPORTUNITY - URBAN HOLDING AREA (E- UHA) shall be preserved for special developments and industries that require large sites.”* This policy needs to be supported with an implementation measure that protects these sites for this purpose.

#43 *"Sites over 20-acres shall be preserved for special developments and industries that require large sites."* and #44 states *"Designate at least three newly urbanizable sites greater than 50 unconstrained acres as Employment Opportunity - Urban Holding Area (E-UHA)."* Need for three sites larger than 50 acres is not consistent in the EOA, Targeted industries show the need for one not three.

# 45, this policy needs to explain what is meant by the statement, *"designated and zoned predominantly for needed employment uses."*

# 46, states that E-UHA sites *"shall not be designated or zoned to permit development of big box retail or other regional commercial uses."* This policy needs to be accompanied with an amendment to the Springfield Development Code for implementation.

# 47, the table included as part of this policy lacks any data to complete our review. In addition, this policy states that in E-UHA areas, once inventoried at the minimum percentage specified in the table contained in this policy, *"until master plan, refinement plan or district plan approval establishes greater specificity in land use mix...The balance of land in the E – UHA sites may be zoned for a supportive mix of residential and commercial land uses, public land and open space amenities, etc."* From this policy, it appears that the E-UHA areas yet to be identified on the 2030 Plan Land Use Diagram may accommodate more land than needed to meet the employment land needs identified in the EOA; and because the Residential Lands and Housing Needs Analysis show that Springfield has a surplus of residential land, a proposed Springfield UGB based on this policy could include more land than needed to meet its 20 years supply need. This policy needs to be revised to not permit residential.

The E-UHA states the sites may be zoned for a supportive mix of residential and commercial land uses, public land, and open space amenities. What are the contexts of these uses? The EOA claims that a UGB expansion is needed in order to provide very large sites to attract special needs industries. The mixture of uses stated could be done through infill or redeveloped through the smaller parcels that are available throughout the city; if this is truly the City's intent, it is not consistent with the identified needs in the EOA.

# 48 – 50 address policies related to locations designated Residential Urban Holding Areas (R-UHA). Based on the Residential Lands and Housing Needs Analysis that supports the establishment of the Springfield UGB, and lacking the 2030 Land Use Diagram, we assume that no R-UHA areas have been or will be designated. However, as currently written, these policies appear to conflict with elements of Springfield's Vision, Goals and Objectives in the 2030 Plan relative to compact, mixed use and transit supported development by requiring that they be zoned for low or low-moderate, RL or RLM respectively, residential development. These policies need to be amended to indicate that R-UHA designated areas will be appropriately zoned to meet Springfield's "needed housing" as required in ORS 197.296.

**(7) Special Master Plan Requirements for Urban Holding Areas,**

While outlining a process for requiring and processing master plans for UHAs, there are no supporting amendments to the Springfield Development Code to implement this requirement. Consequently, the UGB cannot be amended and given this designation without the appropriate safe guards being in place to protect the designated land from inappropriate development that does not meet the land needs for which the UHA was intended.

The plan designations and zoning for urbanizable land outside city limits and within UGBs must “manage the use and division of urbanizable land to maintain its potential for planned urban development until appropriate facilities and services are available or planned (Goal 14, “Urbanizable Land” section), “consistent with the need determination” (OAR 660-024-0050(6)).

**(8) Findings,**

Finding # 4 states: *“Springfield has implemented such policies with a variety of efficiency measures, including tax credits for multifamily development, reduced street widths, reduced minimum lot sizes, allowing duplexes and attached dwellings in low-density residential zones, allowing cluster development, allowing co-housing, allowing accessory dwelling units, and identifying and designating areas for nodal development, mixed use, transit-oriented development, and cohousing.”* Based on our review of the PAPA submittal, there is no supporting evidence that the city has or is adopting any or all of these efficiency implementation measures with the UGB amendment.

Finding # 6: The projected average residential density of 7.8 dwellings per net acre for new construction is a good target. However, as commented elsewhere, the city needs to document how this will be achieved. Finding # 7 mentioned the efficiency measures, but they aren’t being adopted. Findings #7 also mentioned nodal development, but the city is not implementing or fully implementing its Metro Plan nodal development policies. Finally, the finding also needs to project the average density for the entire new UGB, which includes existing development.

Finding #8 improperly quotes the pre-2005 Goal 14. This findings needs to be revised to something like:

“Springfield’s Urban Growth Boundary has been established based on consideration of the following:

- 1) Statewide Goal 14
  - a. The text of the current 2 land need criteria and
  - b. The text of the current 4 boundary location factors.
- 2) The ORS 197.298 priorities to add land to a UGB; and
- 3) The OAR 660, division 024 urban growth boundary rules.”

Finding # 12 must be corrected. A UGB evaluation and amendment cannot be acknowledged as a PAPA; it is reviewed and acknowledged in the manner of Periodic Review per ORS 197.626.

### **C) Chapter 3 – Land Use and Urban Design Element**

#### **(1) Overview,**

This section of the 2030 Plan needs to be revised to discuss what the process for revising the Metro Plan Diagram and Boundary when the 2030 Plan goes outside the existing Metro Plan Boundary.

#### **(2) Springfield 2030 Plan Diagram,**

It is unclear if the draft map provided with the submittal titled HB 3337 – 2009 Springfield UGB/Comp Plan Update is the plan diagram referenced in this section. If it is, then the map title needs to be revised to Springfield 2030 Plan Diagram. This section also makes reference to a “Springfield 2030 UGB” but the map provided appears to show the existing Metro Plan UGB. The only difference that we could find relates to a proposed UGB boundary down the I-5 Highway separating Springfield from Eugene.

*In the third paragraph it states, “Under the Metro Plan, pre-existing rural zones serve as “holding zones” for urbanizable lands inside the urban growth boundary. Resource lands inside urban growth boundaries retain their county rural agricultural and forestlands zoning until they are annexed to a city and can be approved for urban development...In addition to a refinement plan map designation, all property newly added to Springfield’s jurisdictional share of the Metro Plan’s acknowledged urban growth area is given an Urban Holding Area plan designation... This refinement plan designation assures that newly urbanizable lands brought into Springfield’s separate urban growth boundary pursuant to HB 3337 retain their existing county zoning until the land is annexed to Springfield and rezoned.”* Please see comments in (B)(6) above.

Based on the review of the PAPA material, and absent any implementation measure to establish Urban Holding Area plan designations, it is not possible to determine the effect of this plan designation in preserving the lands contained therein for their stated purpose and need.

#### **(3) District Plans to Guide Redevelopment,**

This section makes reference to future *“implementation of the land use goals, objectives and policies presented in the 2030 Plan and implementation through a refinement planning process”* and that *“neighborhood or special district plans [will] be prepared and adopted for all areas where significant future land use changes are recommended or anticipated.”* This section needs to be revised to discuss how effective existing district and neighborhood refinement plans have been in guiding redevelopment in Springfield; and identify those locations where significant land use changes are anticipated.

*In the second paragraph the text states, “some locations, the 2030 Plan’s policy recommendations...for allowable densities and land uses that are significantly*

*different from much of the existing development” and in “[t]hese circumstances will require additional study, analysis, design and focused public involvement prior to the re-designation of land to allow different , more intensive, or mixed uses.”* Are we to understand that the 2030 Land Use Diagram and the Springfield Zoning Map are not consistent? And how was this addressed in associate Land Needs Analysis?

**(4) Changes in Land Use to Accommodate Projected Growth 2010 – 2030,**

**a) Established Single-Family Neighborhoods**

In the first paragraph the text states, *“No significant changes to the density and character of existing single family residential neighborhoods will be initiated by adoption of the 2030 Refinement Plan Diagram.”* This statement appears to be inconsistent with the conclusions of the city’s Residential Lands and Housing Needs Analysis that indicates that Springfield has a surplus of low-density residential and a deficit of high-density residential.

In this case, compliance with Goal 10 and 14 would direct the city to re-designate a portion of its low-density residential to high-density to meet its documented needed housing. This statement would also indicate that within these areas there would be no or minimal infill and redevelopment which appears to be inconsistent with Springfield’s stated vision.

Finally, when infill is proposed for an area, the text states that the *“City will work with citizens and focus groups to prepare and adopt Infill Design Standards to address enhancement of neighborhood quality.”* We would caution the city that when preparing such standards, make sure that they don't have the effect of discouraging needed housing through burdensome costs to comply with the design standards

**b) New Neighborhoods and Districts**

The 2030 Plan proposes to designate areas inside the Springfield UGB but outside the existing Metro Plan Boundary as an *“Urban Holding Area (UHA) plan designation and may also include conceptual locations for specific land uses that are recommended or required for consideration as the detailed plans are prepared.”* Without specific land use designation, how is the capacity of the UHA determined? And how will the land within an E-UHA be protected from inappropriate development ensuring that the land will be available to meet site needs of identified in the EOA?

**c) Transitional Neighborhoods and Districts**

In the first paragraph it states that *“the land use recommendations for established areas may identify more limited areas for potential infill or redevelopment with different uses or densities.”* Are you saying that the 2030 Plan may overstate the redevelopment potential in these areas? Please keep in mind that special area plans may not cause the city to diverge from its planned densities.

**(5) Existing Refinement Plans,**

This section identifies 7 existing refinement plans within the proposed Springfield UGB. Why are the following refinement plans not identified in the 2030 Plan?

- 1999 Jasper-Natron Specific Plan
- 1999 Mohawk Blvd Specific Plan
- 2001 Springfield Station Specific Plan
- 2003 Nodal Development Implementation

**(6) Springfield Plan Designations,**

a) **Lands within current UGB:**

This section makes reference to conforming the 2030 Plan Diagram to all adopted Metro Plan and refinement plan land use designations, with exceptions. We could not find anywhere in the submittal documentation of where these exceptions are. The 2030 Plan needs to document these exceptions and explain how they affect the land needs identified in the EOA and Residential Land and Housing Needs Analysis.

b) **Newly urbanizable lands:**

The first sentence states, *“Springfield’s separate 2030 UGB addresses a new 20-year planning period that extends well beyond the end of the planning addressed by the current UGB and will therefore some additional land.”* As the city knows, the fact that the planning period is extended does not by itself justify a UGB expansion. This sentence should be revised for clarity.

**(7) Table LU-2 – Preliminary Springfield 2030 Refinement Plan Land Use Map Designations,**

- a) The description of the E-UHA and R-UHA (page 13), needs to be revised to define what is meant by the word “predominately.”
- b) Under the heading of Residential and Residential Mixed Use Districts (page 13), the description of SLR is missing, but the RLM seems to describe the same thing. Does LDR-3 replace RLM, or will they both exist?
- c) Under the heading of Residential and Residential Mixed Use Districts (page 14), the MUN (Mixed Use Neighborhood) as described is a commercial district - the uses are all commercial. It appears to be the same as CN. The MUN district belongs in the next category Commercial, Employment and Mixed Use Districts.
- d) There are no implementation measures for the following 2030 Plan Map designations:
  - Transit Corridor (TC)
  - Employment Center Opportunity - Urban Holding Area (E- UHA)
  - Residential Opportunity Site - Urban Holding Area (R-UHA)

## **D) Chapter 4 – Residential Land and Housing Element:**

The December 7, 2009 City Council Resolution and the December 2009 ECONorthwest Residential Housing and Land Needs Analysis (RLHNA), which the resolution adopted, reflect ECO's revisions to the August 2008 RLHNA that are set out in ECO's December 1, 2009. The 12/09 RLHNA concludes that Springfield has a surplus of 59 residential acres. This means that the city can accommodate the estimated HDR deficit of 34 acres by rezoning the surplus 72 LDR acres and/or surplus 18 MDR acres to HDR, so that Springfield's new UGB doesn't require any additional land for its 20-year residential land needs.

Also, it isn't clear from the PAPA package (PAPA 012-09) whether the potential efficiency measures being considered are intended to address the HDR deficiency per Goal 10, OAR 660, division 8, and the needed housing statutes in ORS Ch 197; and/or to generally ensure more efficient urban residential development within Springfield's UGB over the next 20 years in compliance with Goals 10 and 14. It also isn't clear whether the city intends to adopt residential land efficiency measures now that there is no deficit of residential land for the planning period

### **(1) Housing Goals and Objectives,**

**HG-1: Plan for Growth and Needed Housing** – The 2030 Plan diagram which depicts the locations of existing residential and residential mixed use neighborhoods and establishes locations for future residential development and redevelopment was missing from the PAPA submittal.

### **(2) Policies and Implementation Actions,**

#### **Accommodating Growth –**

- a) Bullet #3 - Elsewhere in the 2030 Plan it's stated as 7.8 for new construction. Is it 7.8 or 7.9 for new construction? Which is correct?
- b) Bullet #4 - Goal 10 requires flexibility of housing location, type and density in order to avoid "ghettos" of housing for particular groups. HDR development shouldn't be separate neighborhoods; it should be part of diverse neighborhoods. This policy is also inconsistent with policies in the next category below (Encouraging Housing Diversity and Quality Neighborhoods).
- c) Bullet #8 – is the RLM the new SLR? If so revise. In order to comply with Goal 10, don't just limit applying zone to infill opportunity sites identified in neighborhood planning process. And where is the implementation measure to allow row houses, duplexes and cottage clusters as outright permitted uses (no Discretionary Use approval required) and establish a Type I ministerial land use review process?
- d) Bullet #9 - the implementation of this policy is not consistent with it. The proposed code amendments for the new SLR District put restrictions on duplexes.



**(3) Residential Land and Housing Element – Proposed Implementation Actions Table –**

- R-3 appears to implement the SLR designation, clarify?
- R-12, where is the implementation measure?
- R-18, as commented elsewhere, the city should require clustering on development sites over a certain size that contain physical constraints in order to maintain base density.

**E) Chapter 5 – Economic Development Element:**

**(1) Goals,**

In this section, there is reference to *“A Regional Economic Development Plan Framework [and] was approved by the Joint Elected Officials (JEO) in June 2009. The goals, objectives and strategies included in the framework help define the next economy for our region. The Springfield 2030 Refinement Plan Economic Element incorporates the Regional Economic Development Plan Framework.”* Was the Regional Economic Development Plan Framework adopted by Springfield-Eugene-Lane County through a PAPA to the Metro Plan? How is that framework reflected in the adopted EOA for Springfield?

**(2) Economic Development Objectives and Implementation Strategies,**

- a) EO-1, is inconsistent with the EOA which identifies 13, 440 new jobs in the next 20 years; it does not mention anything about 20,000 new metropolitan jobs.
- b) In all of the implementation actions where the adjective “encourage” or “support” is used, the 2030 Plan needs to define how it intends to accomplish it.
- c) Implementation Action 4.1, states *“The City can provide land in two ways: (1) increasing commercial and industrial land-use efficiency by promoting infill or redevelopment; and (2) bringing new land into the urban growth boundary.”* This implementation action should be amended to include rezoning land currently within the UGB, amending the list of uses, modifications to development standards, including allowable Floor Area Ratio.
- d) Implementation Action 4.6 needs to be revised to explain how the city will *“Provide an adequate competitive short-term supply of suitable land to respond to economic development opportunities as they arise.”* Within an MPO the rule (660-009-0020(2)) requires a city to manage a competitive short term supply of suitable employment land. To meet this requirement, the 2030 Plan must both identify the funding source, and demonstrate that the finance mechanism results in competitive sites.
- e) Implementation Action 4.7 states that the city will *“Reserve enough large sites for special developments and industries that require large sites.”* Where

are these large sites identified on the 2030 Plan Diagram, and how does the city intend to “reserve” them?

- f) Implementation Actions 4.15 and 4.16 need to define how the city intends to “encourage” implementation of these actions.
- g) Implementation Action 4.15, need to define what is meant by “as appropriate.”
- h) Implementation Action 5.1 needs to define what is meant by “*relatively easily and at a comparatively low cost.*”
- i) Implementation Actions 6.1 and 6.4 do not implement the associated objective EO-6 and should be deleted.
- j) Implementation Action 6.2, there is no associated amendment to the Springfield Development Code to implement this action. There also is no implementation action to protect 50 and 100 acres sites identified as needed in the EOA.
- k) EO-7, the terms “*efficiently and fairly*” need to be defined.
- l) Implementation Action 7.10, the parcel size limitation should be removed.
- m) EO-10, the three bulleted statements in the objective are unnecessary and should be removed; and the objective should be expanded to include “grayfield” sites.
- n) Implementation Action needs to be expanded to include the designation of additional nodal development areas as identified in TransPlan.
- o) EO-13, the industrial clusters identified in the objective do not match the business clusters and targeted industries in the EOA.
- p) In many of its implementation actions, the 2030 Plan uses the words “foster, seek, promote, support, ensure, encourage, assist, coordinate, provide, designate, pursue, develop, increase, identify, coordinate” to indicate some action by the city. But how the city intends to carry-out these actions is left undefined.

### **(3) Findings**

The findings needs to be re-written based on information contained in the supporting EOA.

#### **F) Chapter 6 – Detailed Findings Document:**

Not provided.

#### **Section D: Land Use Efficiency Measures –**

“Proposed Land Use Efficiency Measures” chart, Attachment 4.

This appears to be the basis for the proposed code amendments for which comments are provided below. Based on our review of the chart, the following are missing:

1. An analysis that produces an estimate of the number of additional housing units at needed types and densities that each measure would produce within the existing UGB;
2. How those estimates will meet part or all of the city's projected 20-year housing needs by housing type, unit number, and density;
3. City Council decision on which measures to adopt; and
4. Evidence that the measures are being adopted along with the UGB amendment to ensure implementation.

In addition, we did not see adequate findings of compliance with ORS 197.296 (6) through (9), Goal 14, and OAR 660-024-0050(1) & (4), to demonstrate:

1. Development capacity, including infill and redevelopment potential, within the existing UGB; and
2. Whether estimated 20-year housing needs can reasonably be accommodated on land already inside the UGB.



2009-10-20

Linda Pauly, Principal Planner  
City of Springfield  
255Fifth Street  
Springfield, OR 97477



**RE: Comments on LRP2007-0030, Springfield Residential Land and Housing Needs Analysis; DLCD File # 007-09**

Transmitted via E-Mail to Linda Pauly, City of Springfield

Ms. Pauly,

Thank you for the opportunity to comment on this post-acknowledgment plan amendment (PAPA) to adopt the Springfield Residential Land and Housing Needs Analysis. Please enter the following comments into the record of all hearings on the proposal.

Based on our review of the Springfield Residential Lands and Housing Needs Analysis, we ask the Planning Commission and City Council defer any action on adoption of the proposed Analysis and request an opportunity to meet with city staff to discuss substantive issues below before bringing the matter back for adoption.

**Adoption Procedure**

First, the staff memorandum dated October 20, 2009 states that the Springfield Residential Land and Housing Needs Analysis will be used in subsequent Goal 14 analysis and adopted into the Springfield 2030 Refinement Plan. The proposal does not state the planning document into which it will be adopted by ordinance. The department advised city staff by e-mail on October 12<sup>th</sup> that in order for the analysis to be used to establish a separate urban growth boundary for Springfield as required by ORS 197.304 (or for any other planning purpose), the analysis must be adopted into Springfield's acknowledged comprehensive plan; the city's current acknowledged comprehensive plan is the Eugene-Springfield Metro Plan.

Second, LUBA and the Court of Appeals have stated that, for cities subject to ORS 197.296, including Springfield, housing and residential land need analyses suggesting an unmet residential land need may not be adopted and acknowledged prior to addressing a complete ORS 197.296 analysis, determinations, and accommodation measures, (i.e.,

amending the UGB to accommodate unmet need, adopting amendments to land use regulations to address that unmet residential land need, or both) if any, have been completed.<sup>1</sup> The housing and residential land need analyses should be submitted to the department in the manner of periodic review<sup>2</sup> along with the complete UGB evaluation data, analysis, findings, and conclusions, when Springfield is ready to adopt its new, separate UGB. The submittal package at that time will include the required findings under Goal 14 and OAR 660, division 24, as well as Goal 10, OAR 660 division 8, and the needed housing statutes in ORS chapter 297. The current PAPA submittal does not include these findings.

In conclusion, the adoption of the Springfield Residential Land and Housing Needs Analysis outside of an amendment to Springfield's acknowledged comprehensive plan (Eugene-Springfield Metro Plan) and without the required Goal 14 analysis may not be acknowledged.

### **Residential Buildable Land Inventory**

In Chapter 3, page 9, the Analysis states:

*“The foundational assumptions for the residential lands inventory were reviewed and discussed by the Residential Lands Stakeholder Committee. The committee recommended a package of definitions and assumptions for use in the residential land inventory. These were reviewed with the Planning Commission and Council and approved for use in the study.”*

While the department strongly supports citizen participation in Springfield's long-range planning activities, the assumptions used in the city's housing need and residential land need analyses must be consistent with the Metro Plan, Springfield's long range comprehensive plan. The Analysis currently does not demonstrate the relationship of its “foundational assumptions” to Metro Plan goals, objectives, findings and policies.

### **Vacant Buildable Land**

In Chapter 3, page 15, the Analysis states:

*“The next step in the buildable 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).”*

Map 3-4 shows vacant land with constraints that the city considers unbuildable including flood plain areas. The analysis, however, is unclear how Springfield is treating the 100 year flood plain; OAR 660-008-0005(2) provides that certain lands may “generally” be excluded from the buildable lands inventory due to severe natural hazard constraints or due to local measures to protect resources. It is the department's view that, while flood plain lands must be evaluated due to a diminished development potential, it does not

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<sup>1</sup> See *DLCD v. City of McMinnville*, LUBA No. 2001-093, remanded 12-19-01; and *GMK Developments, et al v. City of Madras*, LUBA Nos. 2008-03 & 2008-005, affirmed 7/22/08, Court of Appeals No. A139688, affirmed 12/31/08.

<sup>2</sup> See ORS 197.626 and OAR 660-025-0040.

appear that all flood plain lands in Springfield are unbuildable. The city’s special development regulations for flood plain lands allow development, and thus are not a strict prohibition on development. As such the flood plain likely includes some amount of land that is “suitable and available” for residential uses.

### **Redevelopment**

In Chapter 3, page 19, while discussing the potential for redevelopment, the Analysis states:

*“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.”*

The Analysis goes on to state that:

*“This study does not use improvement-to-land value ratios as a redevelopment threshold. The City of Springfield understands that low-value housing is an integral part of the City's affordable housing stock and that encouraging redevelopment of such housing will likely result in an overall loss of affordable housing in Springfield.*

*“Springfield uses a capacity-based method to identify redevelopment potential. Redevelopment capacity is estimated based on historical redevelopment rates.”*

The record does not include substantial evidence to support this conclusion. Goal 10 and ORS 197.296 require the city to (1) determine a realistic estimate of the number and types of housing units expected to redevelop over the next 20 years, and also (2) provide land to house lower income households for the next 20 years. If redevelopment removes some affordable units, then the city is obligated to find other ways to accommodate this housing type.

The report is also missing substantial evidence to support an unusually low assumption that only 5% of Springfield’s needed housing will be met through redevelopment. Assuming that much of the affordable housing for lower income households will be provided in existing substandard stock is not only socially undesirable, but it maintains low density housing on land that could be redeveloped at a higher density, thereby providing a greater number of needed housing and potentially reducing the need to expand urban development onto rural resource land.

Finally, the Springfield Residential Land and Housing Needs Analysis should discuss how its assumptions for redevelopment are consistent and compatible with those same assumptions, goals, objectives and policies in the City’s comprehensive plan – Metro Plan. In addition, the analysis of future housing needs should also consider existing city plans and policies, including those that address housing needs generally, as well as neighborhood or refinement plans that evaluate housing opportunities in specific areas – such as Glenwood. In particular, the housing needs analysis should reflect the Region’s adopted nodal development strategy which calls for 24% of new housing to be accommodated in designated nodes.

### **Household Size Based on Safe Harbor**

Chapter 5 of the Analysis proposes to use the “Safe Harbor” in OAR 660.0024.0040(8) to determine household size. While the City may legally use the safe harbor, it was intended primarily for small communities without the resources to do the analysis on their own, and the department believes that the safe harbor will not provide Springfield with an adequate basis for the critical 20-year housing analyses and findings based on household size.

The analysis of population trends and household characteristics shows that Springfield has a larger share of Latino/Hispanic households than Eugene and Lane County. The average size of Latino/Hispanic households is between 3.2 to 3.9 persons/household, while non-Hispanic household size is 2.5 persons/household (page 40), which is closer to the Safe Harbor number. In addition, the Analysis shows that a larger percentage of the in-migrating population to Springfield will be of Hispanic ethnicity. Using the assumptions shown in Table 5-5, and a household size of 2.54 persons/household, Springfield will need 5,980 new dwelling units to accommodate its forecast population growth between 2010 and 2030. The department believes that use of the Safe Harbor number is likely to overestimate the number of new households, the number of new housing units, and the corresponding amount of residential land need.

### **Affordable Housing for Low-Income Households**

In Chapter 5, page 52, the Analysis states that “Springfield had a significant deficit of more than 2,200 affordable housing units for households that earn less than \$15,000 annually.” The City appears to intend to meet the need for more affordable housing by: 1) putting less pressure on redeveloping “low-value housing”; and 2) slightly increasing the overall mix of single-family and multi-family housing from its current 64% single-family and 36% multi-family mix to 60% single-family and 40% multi-family. The Analysis also assumes that there will be a slight increase in single-family residential densities, with a more substantial increase in multi-family residential densities.

Given the facts presented regarding demographic trends, household size, income, amid other factors, the department does not see substantial evidence to support the proposed redevelopment assumptions and housing mix.

### **Calculation of Residential Land Needs**

In Chapter 5, page 60, the Analysis concludes that Springfield will need about 752 net residential acres, or about 927 gross residential acres, to accommodate new housing between 2010 and 2030. It is unclear what other non-residential uses, and their land needs, are included in the estimate of “gross residential acres.” The definition of “gross residential acres” is of key importance in the subsequent analysis in Chapter 6 regarding residential land supply and demand.

### **Residential Land Needed for Non-Residential Uses**

Table 6-1 states that Springfield needs 959 gross residential acres to accommodate 6,125 additional residential units expected between 2010 and 2030. The Analysis also identified that Springfield had 956 [net] buildable acres for residential development (page 13). This indicates that Springfield has sufficient residential land within the existing Metro Plan Urban Growth Boundary East of I-5 (Springfield’s jurisdictional area as described in

Metro Plan and referenced in ORS 197.304) to accommodate its 20 year residential land need.

However, the Analysis, in Chapter 6, states that Springfield has a deficit of 344 gross residential acres after including land needed for other uses that are associated with population growth and are permitted on residentially designated land, which will therefore not be available for residential development. The Analysis arrives at this conclusion by looking back at the relationship between population and the provision of land for other public and semi-public uses.

On page 63 of the Analysis, it states that cities need to provide land for uses other than housing and employment. Public and semi-public facilities such as schools, hospitals, governments, utilities, churches, parks, and other non-profit organizations will expand as population increases. On page 64, the Analysis concludes that based on the existing relationship of public and semi-public land to population, Springfield provides an estimated 24.8 acres per 1,000 persons in other public and semi-public uses. In Table 6-2, the data shows a total of 1,636 acres in public and semi public uses in the Springfield UGB in 2009; and that Springfield will need an additional 463 acres of land for all new public and semi-public uses bases on the City's projected population increase between 2010 and 2030.

Based on the Department's review of the Analysis, it appears that the assumptions made about the relationship between population growth and the provision of public and semi-public uses overstates the need for additional land for these uses. While the Analysis is explicit about not including in the calculation significant, one-time holdings by the Bureau of Land Management and the City, the Analysis appears to have included other public lands that should also not have been included (e.g. City Hall, Public Works Shops, Jail, public parking lots, hospitals, etc.). Finally, the assumption used in the Analysis also does not appear to factor in the potential for redevelopment of existing sites to meet future public and semi-public needs.

Given the facts presented regarding the provision of public and semi-public land, the department does not see substantial evidence to support the proposed assumption and land need.

### **Residential Land Need**

Finally in Chapter 6, pages 66 – 67 the Analysis concludes that Springfield will need 463 acres within residentially designated land for other, public and semi-public, uses during the 2010-2030 period. The Analysis concludes that the Springfield portion of the Metro Plan UGB has sufficient land to accommodate 6,920 additional dwelling units including redevelopment capacity [5%] before taking into account the 463 acres needed for public and semi-public uses on residentially designated land. However, when taken together, land needed for residential, public and semi-public use, Springfield has a deficit of 344 gross acres allocated as follows:

- The Low Density Residential designation has a *deficit* of approximately 293 gross acres when the need for 347 acres of such lands for other uses is taken into account



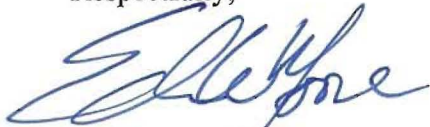
- The Medium Density Residential designation has a *deficit* of approximately 15 gross acres when the need for 93 acres of such lands for other uses is taken into account.
- The High Density Residential designation has a *deficit* of approximately 35 gross acres when the need for 23 acres of such lands for other uses is taken into account.

There are two issues with adding residential land to the UGB for non-residential uses as proposed in the Analysis: (1) there is no assurance that some or all of this land will not be developed for residential uses for which need has not been determined, and (2) it may duplicate land need where these same non-residential uses are permitted in one or more non-residential zones.

### **Conclusion**

Substantive issues must be addressed in the Springfield Residential Land and Housing Needs Analysis before it can be recommended for adoption by the City Council. DLCD staff is prepared to work with city staff in addressing these and other issues related to the proposal. Please contact DLCD's regional representative Ed Moore to schedule work sessions or other meetings with department staff if that would be helpful.

Respectfully,



Ed Moore, AICP  
South Willamette Valley Regional Representative

Copy: Springfield PAPA 007-09 File  
Richard Whitman, Director, DLCD  
Darren Nichols, Manager, CSD/DLCD  
Rob Hallyburton, Manager PSD/DLCD  
Bob Rindy, Policy Specialist/DLCD  
Bob Cortright, Transportation Planning Coordinator/DLCD  
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# Oregon

Theodore R. Kulongoski, Governor

## Department of Land Conservation and Development

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December 4, 2009

Linda Pauly, Principal Planner  
City of Springfield  
255Fifth Street  
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Transmitted via e-mail

**RE:** Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (local file LRP2007-0031; DLCD file 009-09)

Ms. Pauly:

Thank you for the opportunity to comment on this proposed post-acknowledgment plan amendment (PAPA) regarding the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (EOA). Please enter the following comments into the record of all hearings on the proposal.

We are aware the city is performing this analysis as part of a larger project analyzing the capacity of the urban growth boundary in preparation for establishing a new boundary to complement work mandated by HB 337 (2007). We find the work in the draft documents to be well-considered and a positive step for Springfield's efforts to sustainably accommodate future growth and development. There are a few areas where we believe the proposal can be improved, as explained below.

We are committed to working with Springfield in developing findings, analysis and conclusions that we can fully support upon adoption. Consequently, we ask that the city not complete its final adoption of the inventory and EOA before Springfield and DLCD staffs have opportunity to discuss these comments.

### **Commercial and Industrial Land Need**

As part of its overall economic development vision and strategy, the EOA states that the city desires to 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.

The EOA concludes that Springfield needs 450 acres of industrial land on six sites, reflecting an identified need for three 50-acre sites and three 100-acre sites. This is based in part on assumptions regarding the redevelopment potential of industrial lands within the city. We do not presume to understand Springfield better than the authors of the draft EOA but we are surprised by some of the conclusions regarding which industrial lands are considered redevelopable. For example, the analysis shows only one redevelopable industrial parcel over 20 acres. The EOA explains the assumptions used to identify redevelopable land, but does

not include the data to which the assumptions were applied and includes only small-scale maps. Additionally, we could not find a discussion of the possibility of assembling smaller parcels to accommodate the need for large sites. We would appreciate the opportunity to better understand the findings regarding industrial land need before the city adopts the EOA.

Also concerning industrial land, the EOA identifies a need for three sites in excess of 50 acres and calculated land need based on those three parcels being 100 acres each. We found no data regarding the actual size of existing industrial sites that exceed 50 acres or an explanation of the size of needed sites for new industries expected to relocate or establish new operations in Springfield during the planning period. Assuming these large sites must be 100 acres could limit Springfield's opportunities to identify suitable industrial sites and potentially overestimate the amount of land the city needs for industrial development.

### **Future Considerations**

We understand that the EOA was prepared to address Springfield's economic development and employment land needs in conformity with Statewide Planning Goal 9. With that in mind, we find that the draft EOA includes reasonable assumptions and a generally complete analysis, although the analysis is somewhat difficult to follow. Considering that a UGB amendment is the likely next step, we would like to ensure Springfield officials proceed apprised of other factors that could influence ultimate outcomes related to economic development and employment lands.

The EOA does not appear to address the city's nodal development strategy, which is the region's locally adopted device to comply with the Transportation Planning Rule (OAR 660, division 12) and Statewide Planning Goal 12. The nodal development strategy, contained in the region's transportation system plan (TSP), is the city's approach to reducing reliance on the automobile. The relationship between the land need analyses in the EOA and the city's strategy to encourage higher-density development and redevelopment in nodes is mentioned but not analyzed.

While neither Goal 9 nor the administrative rule on economic development require consideration of the TSP at this time, any amendment to the comprehensive plan must be shown to comply with all the goals and existing policies in the local government's comprehensive plan. Additionally, OAR 660-012-055(1)(d) requires certain local governments, including Springfield, to consider whether proposed plan amendments support the region's strategy regarding reduction in per-capita vehicle miles traveled.<sup>1</sup>

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<sup>1</sup> OAR 660-012-0055(1)(d) states:

Local governments within metropolitan areas that are not in compliance with the requirements of this division to adopt or implement a standard to increase transportation choices or have not completed an integrated land use and transportation plan as required by this division shall review plan and land use regulation amendments and adopt findings that demonstrate that the proposed amendment supports implementation of the region's adopted vision, strategy, policies or plans to increase transportation choices and reduce reliance on the automobile.

A plan or land use regulation amendment supports implementation of an adopted regional strategy, policy or plan for purposes of this section if it achieves the following as applicable:

(A) Implements the strategy or plan through adoption of specific plans or zoning that authorizes uses or densities that achieve desired land use patterns;

(B) Allows uses in designated centers or neighborhoods that accomplish the adopted regional vision, strategy, plan or policies; and



This should be completed before making a final decision on whether the EOA includes appropriate conclusions regarding the amounts and intensity of use on employment lands. This could result in revisions to the evaluation of land and site needs to reflect the expected character of nodal development – that is, the expectation that nodal development will occur at higher densities, on smaller sites, and at increased rates of infill and redevelopment, than current development patterns indicate.

Since the city is proposing to adopt the EOA only via resolution at this time, and it must be included in the comprehensive plan in order for the city to rely on the EOA for a UGB amendment, the analysis of how employment land needs conform to the existing nodal development strategies may be delayed. We do not believe it can be avoided, however.

### Summary

While we continue to have several questions regarding data and conclusions in the EOA, we find that it is a good start for fulfilling Springfield's economic development planning needs. We understand the city is not proposing adoption of a comprehensive plan amendment at this time, but nevertheless request the opportunity to meet with city staff to discuss our issues prior to final consideration of the EOA by the city.

Thanks again for the opportunity to comment. If you have any questions or concerns regarding these comments, please don't hesitate to contact me at (503) 373-0050, ext. 255 or [darren.nichols@state.or.us](mailto:darren.nichols@state.or.us). Please also feel free to contact Ed Moore, your regional representative, at (541) 726-9859 or [ed.w.moore@state.or.us](mailto:ed.w.moore@state.or.us).

Sincerely,



Darren Nichols  
Community Services Division Manager

Copy: Springfield PAPA 009-09 File  
Ed Moore, Regional Representative, DLCD  
Rob Hallyburton, PSD Manager, DLCD  
Tom Hogue, Economic Development Specialist, DLCD  
Bob Cortright, Transportation Planning Coordinator, DLCD



# Oregon

Theodore R. Kulongoski, Governor

## Department of Land Conservation and Development Community Services Division South Willamette Valley Field Office

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January 29, 2010

Linda Pauly  
Principal Planner  
City of Springfield  
225 5th Street  
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**Transmitted electronically via e-mail to lpauly@ci.springfield.or.us**

RE: Comments on the Springfield 2030 Refinement Plan (2030 Plan); Springfield File # LRP2009-00015 – DLCD File # Springfield PAPA 011-09

Dear Ms. Pauly:

The Department of Land Conservation and Development (DLCD) thanks the City of Springfield for submitting the proposed Springfield Development Code (SDC) amendments as the first phase of Land Use Efficiency Measures arising from the City's Residential Lands Study project. Please enter the following comments into the record of all hearings on the proposal.

### **Springfield Development Code Amendments –**

A) **Section 3.2-205 B:** This section proposes a new residential district for small lot residential development, or an SLR District. The SLR District proposes a minimum density of 8 dwelling units per net acre and a maximum density of 14 dwelling units per net acre. The existing Low Density Residential District has a density range of 6 – 14 dwelling units per net acre. As a land use efficiency measure the establishment of a new district would have minimal if any benefit. If the establishment of an SLR zoning district is to be used as an efficiency measure for purposes of establishing a UGB for Springfield, the City needs to demonstrate how many more residential units, and for which housing types and at what densities, can be accommodated within the proposed UGB through application of the SLR District verses the existing LDR District.

### **B) Section 3.2-210 – Schedule of Use Categories for residential zones:**

- Since the purpose of SLR is for housing types not permitted in LDR, the location restriction on duplexes should be removed and duplexes should be an outright permitted use anywhere in SLR as an additional efficiency measure, and also to encourage a more affordable housing type.

The only difference between the LDR and the SLR from the table appears to be the size of the lot. This would seem to be inconsistent with the definition of the SLR District which is to “encourage a mix of attached and detached single family dwellings and reduced lot/parcel sizes that are permitted outright.”

- To achieve more efficient use of land within the medium and high density residential districts, MDR and HDR respectively, detached single-family housing, including zero lot-line single-family housing and manufactured houses on individual lots, should not be allowed in the MDR and HDR Districts (allowing land to be used for other more appropriate housing types); and duplexes should be an outright permitted use and not subject to special development standards.
- The SLR District does not allow mobile home parks as shown in this section. ORS 197.480(1)(b) requires permitting manufactured home parks in all zones with density ranges of 6-12 units/acre. Since the SLR zone falls within this density range, the schedule of uses table needs to be amended to allow mobile home parks in the SLR.

I have also taken the liberty to attach a PDF copy of the proposed SDC amendments with additional comments/ suggestions in the margin for your consideration.

Should the city have any questions regarding this process please do not hesitate to contact me by phone at (971) 234-9453 or by e-mail at [ed.w.moore@state.or.us](mailto:ed.w.moore@state.or.us).

Respectfully,



Ed Moore, AICP  
South Willamette Valley Regional Representative

- c. Bill Grile, Director, Springfield DSD  
Kent Howe, Planning Director, Lane County  
File: Springfield PAPA 011-09



# Oregon

Theodore R. Kulongoski, Governor

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January 29, 2010

Linda Pauly  
Principal Planner  
City of Springfield  
225 5th Street  
Springfield, Oregon 97477



**Transmitted electronically via e-mail to [lpauly@ci.springfield.or.us](mailto:lpauly@ci.springfield.or.us)**

RE: Comments on the Springfield 2030 Refinement Plan (2030 Plan); Springfield File # LRP2009-00015 – DLCD File # Springfield PAPA 011-09

Dear Ms. Pauly:

The Department of Land Conservation and Development (DLCD) thanks the City of Springfield for submitting the proposed Springfield Development Code (SDC) amendments as the first phase of Land Use Efficiency Measures arising from the City's Residential Lands Study project. Please enter the following comments into the record of all hearings on the proposal.

### **Springfield Development Code Amendments –**

A) **Section 3.2-205 B:** This section proposes a new residential district for small lot residential development, or an SLR District. The SLR District proposes a minimum density of 8 dwelling units per net acre and a maximum density of 14 dwelling units per net acre. The existing Low Density Residential District has a density range of 6 – 14 dwelling units per net acre. As a land use efficiency measure the establishment of a new district would have minimal if any benefit. If the establishment of an SLR zoning district is to be used as an efficiency measure for purposes of establishing a UGB for Springfield, the City needs to demonstrate how many more residential units, and for which housing types and at what densities, can be accommodated within the proposed UGB through application of the SLR District verses the existing LDR District.

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The only difference between the LDR and the SLR from the table appears to be the size of the lot. This would seem to be inconsistent with the definition of the SLR District which is to “encourage a mix of attached and detached single family dwellings and reduced lot/parcel sizes that are permitted outright.”

- To achieve more efficient use of land within the medium and high density residential districts, MDR and HDR respectively, detached single-family housing, including zero lot-line single-family housing and manufactured houses on individual lots, should not be allowed in the MDR and HDR Districts (allowing land to be used for other more appropriate housing types); and duplexes should be an outright permitted use and not subject to special development standards.
- The SLR District does not allow mobile home parks as shown in this section. ORS 197.480(1)(b) requires permitting manufactured home parks in all zones with density ranges of 6-12 units/acre. Since the SLR zone falls within this density range, the schedule of uses table needs to be amended to allow mobile home parks in the SLR.

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Respectfully,



Ed Moore, AICP  
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- c. Bill Grile, Director, Springfield DSD  
Kent Howe, Planning Director, Lane County  
File: Springfield PAPA 011-09



**OVERVIEW**

<b>Section Proposed to be Amended</b>	<b>Reason for Amendment</b>
<b>3.2-100</b>	Adds Small Lot Residential District (SLR) to the base zoning district list
<b>3.2-205</b>	Establishes a minimum density of 6 dwelling units per net acre in the LDR District Adds the SLR District description Amends other residential district descriptions
<b>3.2-210</b>	Adds uses for the SLR District
<b>3.2-215</b>	Adds base zone development standards for the SLR District
<b>3.3-825</b>	References SDC residential densities for Future Development Plans in the UF-10 Overlay District (see also 5-12-120/130)
<b>4.7-140</b>	Adds Type I design standards for duplexes on corner lots/parcels and for certain duplex development in the MDR/HDR Districts
<b>4.7-233</b>	Adds a new Section with requirement for a mix of housing types in SLR developments
<b>5.4-100</b>	Adds a Type I process to Table 5.4-1, Development Applications, for duplex design standards
<b>5.12-120</b>	References SDC residential densities for Future Development Plans in the land division process (see also 3.3-825)
<b>5.12-130</b>	Adds a condition of approval for recording a Future Development Plans with the Plat (see also 3.3-825)
<b>6.1-110</b>	Adds/revises definitions pertaining to “dwellings” in support of the SLR District

**Commentary:** Text proposed to be added is underlined. Text proposed to be deleted is ~~struck through~~. Yellow highlighted text allows the reader to see **some** of the proposed language more readily.

<b>3.2-100</b>	<b>Base Zoning Districts</b>
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**Commentary:** The proposed Small Lot Residential SLR District is added to the list of base zoning districts.  
**Note:** With the adoption of the Springfield 2030 Plan, the Small Lot Residential District will be its own Plan Designation, allowing a higher maximum density.

The Base Zoning Districts implement policies of the Metro Plan and any applicable refinement plan or plan district; regulate the use of land, structures and buildings; and protect the public health, safety and welfare. The following base zoning districts are established consistent with applicable Metro Plan designations:

<i>Section</i>	<i>Base Zoning District Name</i>	<i>Metro Plan Designation<sup>1</sup></i>
<b>3.2-200</b>	<b>Residential Zoning Districts</b>	
	LDR Low Density Residential	Low Density Residential
	<u>SLR Small Lot Residential</u>	<u>Low Density Residential</u>
	MDR Medium Density Residential	Medium Density Residential
	HDR High Density Residential	High Density Residential
<b>3.2-300</b>	<b>Commercial Zoning Districts</b>	
	NC Neighborhood Commercial	Neighborhood Commercial Facilities <sup>(1)</sup>
	CC Community Commercial	Community Commercial Centers
	MRC Major Retail Commercial	Major Retail Center
	GO General Office	Community Commercial Center & Major Retail Commercial Center
<b>3.2-400</b>	<b>Industrial Zoning Districts</b>	
	CI Campus Industrial	Campus Industrial
	LMI Light-Medium Industrial	Light Medium Industrial
	HI Heavy Industrial	Heavy Industrial
	SHI Special Heavy Industrial	Special Heavy Industrial
<b>3.2-500</b>	MS Medical Services District	<b>(2)</b>
<b>3.2-600</b>	<b>Mixed Use Districts</b>	
	MUC Mixed Use Commercial	Mixed Uses
	MUE Mixed Use Employment	Mixed Uses
	MUR Mixed Use Residential	Mixed Uses
<b>3.2-700</b>	PLO Public Land and Open Space	Public and Semi-Public
<b>3.2-800</b>	QMO Quarry and Mining Operations	Sand and Gravel

- (1) Low, Medium, and High Density Residential
- (2) Medium, High Density Residential, Community Commercial Center; Major Retail Center, and Mixed Use

<sup>1</sup> In the future, this will be “2030 Plan Designations” upon adoption of the Springfield 2030 Plan

**3.2-205 Establishment of Residential Zoning Districts**

**Commentary:** *The proposed amendments establish: 1) a minimum density in the LDR District; and 2) a new residential district (the Small Lot Residential District) that will allow additional density with attached dwelling units in refinement plan areas and other areas within Springfield’s jurisdiction as directed by Council. The proposed descriptions differentiate zones by building type. The proposed text “limited range of non-residential uses” “legitimizes” those non-residential uses already permitted on the SDC residential use list and the Neighborhood Commercial District, which is also allowed in residential designations.*

The following residential zoning districts are established where the minimum level of urban services is provided:

- ~~A. Low Density Residential District (LDR). The LDR District establishes sites for residential development where the maximum dwelling units per developable acre permitted is 10, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number.~~

**Commentary:** *The term “developable” acre is changed to “net” acre to be consistent with Metro Plan terminology (see also the reference to the ECONorthwest report, above). Both terms are defined the same. The proposed amendment establishes a minimum density of 6 dwelling units per net acre. Currently, LDR subdivisions are being platted with minimum densities averaging 6.6 dwelling units per net acre overall and 5.4 dwelling units per net acre for single-family detached dwellings as discussed in the Springfield Residential Land and Housing Needs Analysis (P. 25) prepared by ECONorthwest.*

- A. Low Density Residential District (LDR). The LDR District establishes sites primarily for detached single family dwellings and duplexes on corner lots/parcels that are permitted outright and attached ~~single~~ family dwellings that are permitted discretionally. The LDR District is also intended to provide a limited range of non-residential uses that can enhance the quality of the district. The LDR District shall have a minimum density of 6 dwelling units per net acre and a maximum density of 14 dwelling units per net acre, consistent with Metro Plan policy. Density fractions will be rounded ~~up~~ to the next whole number.

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**Commentary:** *The proposed minimum density standard cannot be met on hillsides because these lot/parcel sizes are regulated by percent of slope: 15-25 percent 10,000 square feet; 25-35 percent 20,000 square feet; and over 35 percent 40,000 square feet; the density ranges from 1 to 4 dwelling units per net acre.*

**EXCEPTION:** Development in the Hillside Development Overlay District shall be exempt from the minimum density standards stated above because of the larger lot/parcel sizes required in this Overlay District.

**Commentary:** *This is the proposed new residential zoning district. It provides for more intense development by allowing smaller lot/parcel sizes for increased densities and attached single-family dwellings such as townhouses and rowhouses are permitted outright, while in the LDR District they are permitted only after obtaining Discretionary Use approval from the Planning Commission. The SLR District is not intended be used in existing LDR neighborhoods, unless as explained in the proposed text. The Metro Plan currently allows 14.28 dwelling units per net acre.*

**B.** ~~Small Lot Residential District (SLR). The SLR District establishes sites primarily to encourage a mix of attached and detached single family dwellings and reduced lot/parcel sizes that are permitted outright. The SLR District is also intended to provide a limited range of non-residential uses that can enhance the quality of the district. The SLR District shall have a minimum density of 8 dwelling units per net acre and a maximum density of 14 dwelling units per net acre, consistent with Metro Plan policy. Density fractions will be rounded up to the next whole number. Unless otherwise directed by the City Council, utilization of the SLR District shall occur during a refinement plan or special study approval processes. Land divisions shall not be used to diminish the minimum density standard.~~

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~~**B.** Medium Density Residential District (MDR). The MDR District establishes sites for residential development where single family or multiple family dwellings are permitted with a minimum density of more than 10 units per developable acre and a maximum density of 20 units per developable acre, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number. Land divisions shall not be used to diminish the minimum density standard.~~

**Commentary:** *The proposed amendment does not change the existing minimum and maximum densities in the MDR District, it only changes gross to net acre.*

**C.** ~~Medium Density Residential District (MDR). The MDR District establishes sites primarily for a mix of multi-family dwelling units. The MDR District is also intended to provide a limited range of non-residential uses to help provide services for residents and enhance the quality of the district. The MDR District shall have a minimum density of more than 14 dwelling units per net acre and a maximum density of 28 units per net acre, consistent with Metro Plan policy. Density fractions will be rounded up to the next whole number. Land divisions shall not be used to diminish the minimum density standard.~~

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~~**C.** High Density Residential District (HDR). The HDR District establishes sites for residential development where single family or multiple family dwellings are permitted with a minimum density of more than 20 units per developable acre and a maximum density of 30 units per developable acre, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number. Land divisions shall not be used to diminish the minimum density standard.~~

**Commentary:** *The proposed amendment does not change the existing minimum density or maximum densities in the HDR District, it only changes gross to net acre.*

**D.** High Density Residential District (HDR). The HDR District establishes sites primarily for larger and taller multi-family apartment complexes. The HDR District is also intended to provide a limited range of non-residential uses to help provide services for residents and enhance the quality of the district. The HDR District shall have a minimum density of more than 28 dwelling units per net acre and maximum density of 42 dwelling units per net acre, consistent with Metro Plan policy. Density fractions will be rounded up to the next whole number. Land divisions shall not be used to diminish the minimum density standard.

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**3.2-210 Schedule of Use Categories**

The following uses are permitted in the districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this Code. Uses not specifically listed may be approved as specified in Section 5.11-100.

“P” = **PERMITTED USE** subject to the standards of this Code.

“S” = **SPECIAL DEVELOPMENT STANDARDS** subject to special locational and/or siting standards as specified in Section 4.7-100.

“D” = **DISCRETIONARY USE** subject to review and analysis under Type III procedure (Section 5.9-100) at the Planning Commission or Hearings Official level.

“N” = **NOT PERMITTED**

“\*” = **SITE PLAN REVIEW REQUIRED**

**Commentary:** *The proposed Small Lot Residential (SLR) District uses are added to the residential districts use list. In the proposed SLR District attached single-family dwellings are permitted outright; in the existing LDR District attached dwelling units other than duplexes on corner lots/parcels require Discretionary Review approval by the Planning Commission. While there are a few differences between the current LDR and the proposed SLR Districts, the proposed use list is based on uses allowed in the current LDR District. In the proposed SLR District, duplexes are limited to corner lots/parcels; the same restriction that applies to the current LDR District.*

**Comment [EM1]:** So the only difference is the size of the lot. How does this “encourage a mix of attached and detached single family dwellings and reduced lot/parcel sizes that are permitted outright” as described in the district definition? Since the purpose of SLR is for housing types not permitted in LDR, why not remove the location restriction and allow duplexes anywhere in SLR?

**Comment [EWM2]:** Detached shouldn't be permitted in MDR and HDR -- land is need for other housing types.

**Comment [EWM3]:** It doesn't make sense to require a discretionary permit for duplexes in a multi-family zone.

**Comment [EWM4]:** It doesn't make sense to require a discretionary permit for duplexes in a multi-family zone.

Use Categories/Uses	Zoning Districts			
	LDR	SLR	MDR	HDR
<b>Residential Uses</b>				
Accessory Dwelling Unit	P	P	N	N
Attached single-family dwellings (Section 4.7-233)	D*	P	P*	P*
Cluster Subdivision (Sections 3.2-230 and 5.12-100)	P	P	P	P
Condominiums (Section 4.7-135)	S*	S	P*	P*
Detached single-family dwellings (Section 4.7-233)	P	P	P	P
Duplexes (Sections 4.7-140 and 4.7-233)	S	S	S	S

Use Categories/Uses	Zoning Districts			
	LDR	SLR	MDR	HDR
Multiple family dwelling including triplexes, 4-plexes, quads, quints, and apartment complexes over 4 units.	N	N	P*	P*
<b>Zero Lot Line dwelling</b>	P	P	P	P
RVs as a permanent new use	N	N	N	N
RVs in existing RV or Manufactured Dwelling Parks	P	N	N	N
RV's as a temporary use—Emergency Medical Hardship (Section 5.10-100)	P	N	N	N
Prefabricated dwellings	P	P	P	P*
Group Care Facilities (Section 4.7-155)				
Foster homes for over 5 children	P*	P*	P*	P*
Residential care facilities with more than 15 persons include: Group care homes, congregate care facilities, nursing homes and retirement homes	D*	D*	S*	S*
Halfway houses	N	N	D*	D*
Residential Facilities—6 to 15 persons	P	P	P*	P*
Residential Home—5 or fewer persons	P	P	P	P
Shelter Homes for abused and battered persons	P	P	P*	P*
Manufactured dwelling park (Section 3.2-235)	S*	N	N	N
Manufactured home	P	P	P	N
Manufactured home subdivision	P	P	P	N
Mobile home	P	N	N	N
Manufactured home as a temporary residential use (Section 4.8-105)	S*	N	N	N
Child Care Home Facility—1 to 5 children	P	P	P	P
Child Care Group Home Facility—6 to 12 children	P	P	P	P
Child Care Center—13 or more children (abutting an arterial street) (Section 4.7-125)	S*	S*	S*	S*
Child Care Center—13 or more children (abutting a collector or local street) (Section 4.7-125)	D	D*	S*	S*
Adult Day Care—facilities up to 12 adults	P	P	P	P
Adult Day Care—facilities with more than 13 adults (abutting an arterial street)	P*	P*	P*	P*
Adult Day Care—facilities with more than 13 adults (abutting a collector or local street)	D*	D*	P*	P*
Bed and breakfast facilities (Section 4.7-120)	S*	S*	S*	S*
Boarding and rooming houses (Section 4.7-215)				
1 to 2 bedrooms	P*	P*	P*	P*
3 to 5 bedrooms	S*	S*	P*	P*
more than 5 bedrooms	N	N	P*	P*
<b>Public and Institutional Uses</b>				
Churches (Section 4.7-130)	D*	D*	D*	D*
Educational facilities—Public/Private elementary/middle schools (Section 4.7-195)				

**Comment [EWM5]:** This is a detached housing type - shouldn't be permitted to use land needed for MDR and HDR housing types

**Comment [EWM6]:** ORS 197.480(1)(b) requires permitting manufactured home parks in all zones with density ranges of 6-12 units/acre. This includes SLR.

**Comment [EWM7]:** As a detached housing type, shouldn't use MDR land needed for denser and more affordable housing types. If other detached types are allowed, then must allow this one.

**Comment [EWM8]:** Not allowing places of worship outright in any residential zone may make the city vulnerable to litigation under federal RKLUIPA. Check with your city attorney.

Use Categories/Uses	Zoning Districts			
	LDR	SLR	MDR	HDR
1 to 5 students in a private home (in a 24-hour period)	P*	P*	P*	P*
6 or more students (Section 4.7-195)	D*	D*	D*	D*
Parks—Neighborhood and private (Section 4.7-200)	D*	D*	D*	D*
<b>Commercial Uses</b>				
Home Occupation (Section 4.7-165)	S	S	S	S
Professional offices (Section 4.7-190)	S*	S*	S*	S*
Residential dwelling units as temporary sales offices (Section 4.8-130)	P	P	P	P
Youth hostels	N	N	D*	D*
<b>Miscellaneous Uses</b>				
Accessory structures (Section 4.7-105)	S	S	S	S
Agricultural structures	P	P	P	P
Cultivation of undeveloped land	P	P	P	P
Temporary sales/display of produce (Section 4.8-125)	S	S	N	N
Tree felling and removal (Section 5.19-100)	P	P	P	P
Public Utility Facilities				
High impact facilities (Section 4.7-160)	S*	S*	S*	S*
Low impact facilities	P	P	P	P
Certain Wireless Telecommunications Systems Facilities	Section 4.3-145	Section 4.3-145	Section 4.3-145	Section 4.3-145

(6238; 6211)

<b>3.2-215 Base Zone Development Standards</b>
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**Commentary:** *The proposed SLR District:*

1. Allows for a minimum lot/parcel size of 3,000 square feet and a reduced street frontage of 30 feet in order to increase residential densities.
2. Does not allow panhandle lots/parcels because this configuration is impractical with the proposed reduced lot/parcel size of 3,000 square feet.
3. Allows for an increased building coverage standard of 60 percent on lots/parcels under 4,500 square feet based on the proposed reduced lot/parcel size, which will still allow for 1,800 square feet of building footprint on the first floor and a proposed building height of 35 feet, rather than the current 30 feet height standard in the current LDR District.
4. Allows a maximum building height of 35 feet; the LDR maximum building height is 30 feet.

The following base zone development standards are established.

<b>Residential Zoning District</b>				
<b>Development Standard</b>	<b>Low Density Residential (LDR)</b>	<b>Special Low Density (SLR)</b>	<b>Medium Density Residential (MDR)</b>	<b>High Density Residential (HDR)</b>
<b>Standard Lots/Parcels (15)</b>				
<b>Minimum Area:</b>				
East-West Streets	4,500 square feet	3,000 square feet	4,500 square feet	4,500 square feet
North-South Streets:	5,000 square feet	3,000 square feet	5,000 square feet	5,000 square feet
<b>Minimum Street Frontage:</b>				
East-West Streets	45 feet	30 feet	45 feet	45 feet
North-South Streets	60 feet	30 feet	60 feet	60 feet
<b>Corner Lots/Parcel(1)(2)</b>				
<b>Minimum Area:</b>	6,000 square feet	6,000 square feet	6,000 square feet	6,000 square feet
East-West Streets	45 feet	45 feet	45 feet	45 feet
North-South Streets	60 feet	60 feet	60 feet	60 feet
<b>Panhandle Lots/Parcels (See Section 3.2-220 Additional Panhandle Lot/Parcel Development Standards)</b>				
<b>Single Panhandle:</b>		Not permitted		
Minimum Area in Pan Portion	4,500 square feet		4,500 square feet	4,500 square feet
Minimum Street Frontage	20 feet		20 feet	20 feet
<b>Multiple Panhandles:</b>		Not permitted		
Minimum Area in Pan Portion	4,500 square feet		4,500 square feet	4,500 square feet
Minimum Street Frontage	26 feet total, each individual frontage is based upon the number of panhandles.			
<b>Lots/Parcels on bulb portion of a cul-de-sac</b>				
Minimum Area	6,000 square feet	6,000 square feet	6,000 square feet	6,000 square feet
Minimum Street Frontage	35 feet	35 feet	35 feet	35 feet
<b>Lots/Parcels within the Hillside Development Overlay District (Section 3.3-500)</b>				



<b>&lt; 15 percent slope:</b>		<b>Not permitted</b>		
Minimum Area	10,000 square feet		10,000 square feet	10,000 square feet
Minimum Street Frontage	60 feet		60 feet	60 feet
<b>15-25 percent slope:</b>		<b>Not permitted</b>		
Minimum Area	10,000 square feet		10,000 square feet	10,000 square feet
Minimum Street Frontage	90 feet		90 feet	90 feet
<b>25-35 percent slope:</b>		<b>Not permitted</b>		
Minimum Area	20,000 square feet		20,000 square feet	20,000 square feet
Minimum Street Frontage	150 feet		150 feet	150 feet
<b>&gt; 35 percent slope:</b>		<b>Not permitted</b>		
Minimum Area	40,000 square feet		40,000 square feet	40,000 square feet
Minimum Street Frontage	200 feet		200 feet	200 feet
<b>Lots/Parcels in the Urbanizable Fringe Overlay District (Section 3.3-800)</b>				
Lot/Parcel Area	The creation of new lots/parcels in the City's urbanizable area shall be either 10 acres, 5 acres or shall meet the area standards of this Section when approved through the Partition process specified in Section 5.12-100.			
<b>Maximum Lot/Parcel Coverage (3)</b>	45 percent	<b>60 percent</b>	45 percent	45 percent
<b>Minimum Setbacks for Primary Structures(4)(5)(7)(8)(9)(10)</b>				
Front Yard	10 feet	<b>10 feet</b>	10 feet	10 feet
Street Side Yard	10 feet	<b>10 feet</b>	10 feet	10 feet
Rear Yard	10 feet	<b>10 feet</b>	10 feet	10 feet
Interior Yard Setbacks	5 feet	<b>5 feet</b>	5 feet	5 feet
Front Yard Setback—Garages and Carports(6)	18 feet measured along the driveway from: 1. The property line fronting the street to the face of the garage or carport; or 2. The property line fronting the street to the far wall of the garage or carport where the face of the structure is perpendicular to the street. 3. Where a garage or carport faces a panhandle driveway, the 18 feet is measured from the inner travel edge (pavement or gravel) within the panhandle to the face of the structure; the setback is 3 feet when the garage or carport fronts and alley.			
Accessory Structures	Accessory structures shall not be located between any front or street side yard of a primary structure and shall be set back at least 3 feet from interior side and rear			

**Comment [EM9]:** Should not be able to create any new parcels/lots

	lot/parcel lines.			
Panhandle and Duplex Lots/Parcels	All setbacks for panhandle lots/parcels are based on the orientation of the front and rear of the dwelling occupying the lot/parcel. All setbacks for duplexes on corner lots/parcels are based upon the front yard of each unit established by the street or streets for address purposes.			
<b>Base Solar Standards</b>	<b>Section 3.2-225.(11)</b>			
<b>Maximum Building Height (11)(12)(13)(14)</b>	30 feet	<b>35 feet</b>	35 feet	35 feet

**Commentary:**

1) There is a need for additional lot/parcel coverage due to the proposed smaller minimum lot/parcel size. 2) There is a conflict between solar protection and increased density, a City-wide issue that needs resolution outside of the scope of this project. However, most dwellings in the proposed SLR District will be two-story, due to the reduced lot/parcel size. At this time, the only solar protection proposed for the SLR District is for LDR properties to the north because of the 35 foot height limitation which is 5 feet higher than permitted in the LDR District. The proposed solar protection regulation is currently found in the cluster development standards (Section 3.2-230E.3.). 3) The smaller lots/parcels allowed in the SLR District will still be required to meet off-street parking requirements. The only way this can be accomplished is by alley access garages.

- (1) 6,000 square feet in area for one duplex in the LDR District. This standard prohibits the division of the lot/parcel to create separate ownership for each duplex dwelling unit.
- (2) 10,000 square feet in area for one duplex in the LDR District as specified in this Section and Section 4.7-140. This standard allows for the future division of the lot/parcel to create separate ownership for each half of the duplex.
- (3) The 45 percent coverage standard applies to covered structures only. On lots/parcels with more than 15 percent slope or above an elevation of 670 feet, the maximum impervious surface inclusive of structures, patios, and driveways, shall not exceed 35 percent, unless specified in Section 3.3-500. **In the SLR District, lot/parcel that contain less than 4500 square feet shall have a maximum coverage of 60 percent.**
- (4) Determination of all yard setbacks for duplexes on corner lots/parcels are based upon the front yard of each unit as established by the streets used for address purposes.
- (5) All setbacks shall be landscaped, unless a setback is for a garage or carport.
- (6) Accessory Structure Exceptions to Setback standards:
  - (a) Stand alone garages and carports shall meet the street side yard, interior side yard and rear yard setback standards of the primary structure.
  - (b) Group C Accessory structures are permitted within setbacks as specified in Section 4.7-105E.
- (7) Where an easement is larger than the required setback standard, no building or above grade structure, except a fence, may be built upon or over that easement.
- (8) When additional right-of-way is required, whether by City Engineering standards, the Metro Plan (including the TransPlan), or the City's Conceptual Street Plan, setbacks are based on future right-of-way locations. Right-of-way shall be dedicated prior to the issuance of any building permit that increases parking requirements.
- (9) Architectural extensions may protrude into any 5-foot or larger setback area by not more than 2 feet.
- (10) General Exceptions to Setback standards:
  - (a) Attached dwellings (zero lot line) on individual lots/parcels; and
  - (b) A dwelling constructed over the common property line of 2 lots/parcels, where there is a recorded deed restriction.
  - (c) In multifamily developments, the setback standards in Section 3.2-240 shall take precedence.
- (11) See Section 3.2-225 for residential building height limitations for solar protection. **In the SLR District, solar protection for abutting LDR properties is required only for those properties north of the proposed development.**
- (12) Incidental equipment may exceed the height standards.
- (13) Height limitations within the Hillside Development Overlay District may be removed provided the additional height does not exceed 45 feet and the base residential solar standards are met.
- (14) In the MDR and HDR Districts, the building height may be increased to 50 feet as specified in Subsection 3.2-240D.3.c.
- (15) In the SLR District lots/parcels less than 4,500 square feet in size and under 45 feet in frontage, alley access shall be required.**

**Commentary:** *The proposed amendment clarifies the existing land division standards that require Future Development Plans. Applicable Sections are found in the Urbanizable Fringe Overlay District (Section 3.3-825) and the Land Division standards (Sections 5.12-120/130).*

**3.3-825 Additional Provisions**

**Commentary:** *The on-site sewage language is made clearer.*

- D. Siting of Residential Uses. Detached single-family dwellings shall be sited to allow the future division and/or more intensive use of the property. The ~~applicable~~ **required** on-site sewage disposal facility shall be ~~conditional~~ **approved by the Lane County Sanitarian** and made a part of any permit necessary to achieve the standards of this Overlay District. The following standards apply:

**Commentary:** *The current text in the Urbanizable Fringe Overlay District refers to the siting of single family homes on land outside of the city limits. The proposed amendment makes a more precise reference to residential densities that are listed in Section 3.2-205, which is concurrently being amended to allow a minimum of 6 dwelling units per **developable** acre in the LDR District. SDC Section 3.2-205 will be consistent with the Metro Plan Residential Designation text (Page II-G-3).*

**Comment [EM10]:** Don't you mean "net"?

- 1. In order to achieve ~~[ultimate densities provided in the Metro Plan]~~ **the minimum residential densities specified in Section 3.2-205**, the siting of single-family homes on any lot/parcel **zoned and** designated MDR or HDR, or any lot/parcel 5 acres or more in size **zoned and** designated LDR, shall require approval of a Future Development Plan as specified in Section 5.12-120E.

**4.7-140 Duplexes**

**Commentary:** *The proposed amendment specifically states that duplexes are permitted outright on corner lots/parcels in all residential districts, including the proposed SLR District.*

- A. A duplex may be located on corner lots/parcels of 6,000 square feet **or larger** in the LDR ~~any residential~~ District, ~~unless as may be permitted below.~~
- B. A corner duplex or duplex lot/parcel in any residential district may be partitioned for the purpose of allowing independent ownership of each dwelling unit, if each of the 2 resulting lots/parcels **meets the size standards specified in Section 3.2-215**. Duplexes or duplex lots/parcels eligible for this type of partition shall meet the partition standards of Section 5.12-100 and the following:

**Comment [EM11]:** Are we talking 6,000 SF or 3000 SF?

- 1. Utility service to each unit shall be separate.
- 2. All walls connecting abutting units shall be fire resistive walls as specified in the Structural Specialty Code and Fire and Life Safety Code.

3. The property line separating the 2 units shall have not more than 2 angle points. The angle points shall not occur within the wall between abutting units.

**Commentary:** *The Type I review process basically will require only a planning staff review during the building permit process utilizing a check list to determine compliance with the duplex design standards. The proposed standards are from Bend.*

**C.** The following design standards are proposed for all duplexes on corner lots/parcels and as specified in Subsection D., below. Duplex design standards shall be reviewed under Type I procedures.

1. Building Orientation: All building elevations adjacent to a street right-of-way shall provide doors, porches, balconies, and/or windows. A minimum of 40 percent of front (i.e., street-facing) elevations, and a minimum of 30 percent of side and rear building elevations, shall meet this standard. "Percent of elevation" is measured as the horizontal plane (lineal feet) containing doors, porches, balconies, terraces and/or windows. The standard applies to each full and partial building story.
2. Building Form. All duplexes shall incorporate design features such as offsets, balconies, projections, window reveals, or similar elements to preclude large expanses of uninterrupted building surfaces. Along the vertical face of a structure, such features shall occur at a minimum of every 40 feet, on each floor, and shall contain at least two of the following features:
  - a. Recess (e.g., deck, patio, courtyard, entrance or similar feature) that has a minimum depth of 6 feet;
  - b. Extension (e.g., floor area, deck, patio, entrance, or similar feature) that projects a minimum of 2 feet and runs horizontally for a minimum length of 4 feet; and/or
  - c. Offsets or breaks in roof elevation of 2 feet or greater in height.
3. Detailed Design. All duplexes shall provide detailed design along all elevations which are visible from the street adjacent to the property (i.e., front, rear and sides). Detailed design shall be provided by using at least 6 of the following 12 architectural features on all applicable elevations, as appropriate for the proposed building type and style:
  - a. Dormers;
  - b. Gables;
  - c. Recessed entries;
  - d. Covered porch entries;
  - e. Cupolas;

- f. Pillars or posts;
- g. Eaves (minimum 12 inch projection);
- h. Window trim (minimum 4 inches wide);
- i. Bay windows;
- j. Balconies;
- k. Offsets in the building face or roof by a minimum of 18 inches;
- l. Decorative patterns on the exterior finish using: shingles; wainscoting; and/or board and batten.

**D. Duplexes in the MDR/HDR Districts.**

**Commentary:** *The intent is to require all duplex developments to comply with design standards in all instances in the MDR and HDR Districts.*

- 1. Duplexes shall be permitted on a corner lot/parcel as specified in Subsection A., above. The design standards of Subsection C., above shall apply to this category of duplexes.
- 2. Duplexes shall be permitted any interior lot/parcel of 6,000 square feet or less, created prior to ---<sup>2</sup> 2010. The design standards of Subsection C., above shall apply to this category of duplexes.

Comment [EM12]: Why so restrictive in MDR/HDR districts?

**Commentary:** *The intent is to establish a mechanism to prevent developers from circumventing the multi-family design standards.*

- 3. Where more than 2 duplexes are proposed for one lot/parcel, the multi-family design standards specified in Section 3.3.2-240 shall apply.  
**EXCEPTION:** The 25 foot transition buffer specified in Subsection 3.2-240D.3.b., shall not apply to duplexes.
- 4. Where a duplex subdivision is proposed, the multi-family design standards specified in Section 3.3.2-240 shall apply to each lot.  
**EXCEPTION:** The 25 foot transition buffer specified in Subsection 3.2-240D.3.b., shall not apply to duplexes.

**B.E.** Duplexes on interior lots/parcels zoned Low Density Residential, approved prior to the adoption of this Code, as part of a Planned Unit Development shall not be considered to be non-conforming uses.

<sup>2</sup> The date of the adopting ordinance

**C.F.** Duplexes on interior lots/parcels zoned Low Density Residential, approved prior to the adoption of this Code on property previously zoned RG Garden Apartments shall not be considered to be a non-conforming use.

**D.G.** Duplexes on interior lots/parcels zoned Low Density Residential, which meets the density requirements of this zoning district, shall not be considered a non-conforming use.

**Commentary:** *The intent is to encourage a mix of housing types in the SLR District and apply design Standards to the SLR District.*

**4.7-233 Small Lot Residential Development Standards**

**A.** A mix of permitted housing types shall be included in any development proposal. The following standards are intended to promote a variety of housing within the development proposal:

**1.** A minimum of two housing types shall be required for developments of less than 5 acres in size, whether or phased or not. ~~Three housing types shall be required for developments of 5 or more acres in size, whether phased or not.~~ The following list of housing types shall be used to satisfy this requirement:

Deleted: A minimum of t

- a.** Single-family detached dwellings;
- b.** Single-family attached dwellings; and/or
- c.** Duplex dwellings, on corner lots/parcels.

**2.** If single-family detached housing is proposed, at least an equivalent number of single-family attached housing shall be provided. Duplexes shall be restricted to corner lots/parcels and may be counted as part of meeting the single-family attached standard.

**3.** Lot/parcel sizes and dimensions shall be varied for different housing types to avoid monotonous streetscapes.

Comment [EM13]: Does not seem to be clear and objective.

**B.** Where a proposed development contains 3 or more attached single-family dwellings, the --- design standards specified in Section ---<sup>3</sup> shall apply.

**Commentary:** *The Type I review for duplex design standards is added to Table 5.4-1.*

**Table 5.4-1 Development Applications**

<i>Type of Application</i>	<i>Decision Type</i>	<i>Applicable SDC Sections</i>
Accessory Dwelling Unit	Type I	5.5-100
Amendment of Development Code Text	Type IV	5.6-100
Amendment of Refinement Plan Text or Diagram	Type IV	5.6-100
Annexation	Type IV	5.7-100

<sup>3</sup> The blanks in Subsection 4.7-233B. will be filled in prior to the start of the public review process.

Appeal of a Type II Director's Decision	Type III	5.3-100
Appeal of Type III Decision to City Council	Type IV	5.3-100
Appeal of an Expedited Land Division	Type III	5.3-125
Conceptual Development Plan	Type III	Applicable Section
Conceptual Development Plan Amendment	Type III	Applicable Section
Demolition of Historic Landmark	Type III	3.3-900
Determination of Non-Conforming Use Status	Type I	5.8-100
Development Issues Meeting	Type I	5.1-100
Discretionary Use	Type III	5.9-100
Drinking Water Protection Overlay District Development	Type I	3.3-200
<b>Duplex Design Standards (corner duplexes)</b>	<b>Type I</b>	<b>4.7-140</b>
Establishment of Historic Landmark Inventory	Type III	3.3-900
Expansion/Modification of a Non-Conforming Use	Type II	5.8-100
Expedited Land Division	Type II	5.1-145
Extraterritorial Extension of Water or Sewer Service	Type IV	3.3-825
Final Site Plan Equivalent	Type I	5.17-100
Final Site Plan Review/Development Agreement	Type I	5.17-100
Floodplain Development	Type I	3.3-400
Hillside Development Overlay District	Type II	3.3-500
Historical Commission Review—Major Alteration	Type II	3.3-900
Historical Commission Review—Minor Alterations	Type I	3.3-900
Home Occupations	Type I	4.7-165
HS Hospital Support Overlay District	Type II	3.3-1100
Interpretation involving policy	Type IV	5.11-100
Interpretation not involving policy	Type II	5.11-100
Land Use and Zoning Compatibility Statement	Type I	3.1-100
Major Variance	Type III	5.21-100
Emergency Medical Hardship	Type II	5.10-100
Manufactured Dwelling Park	Type II	3.2-235
Manufactured Dwelling Park Space Line Adjustment	Type I	3.2-235
Manufactured Home—Temporary Residential Use	Type I	3.2-235
Master Plan	Type II	5.13-100
Master Plan Amendment	Type I or II	5.13-100
Metro Plan Amendment Type I (text) or Type II (diagram)	Type IV	5.14-100
Minimum Development Standards	Type I	5.15-100
Minor Variance	Type II	5.21-100
Partition Replat Tentative Plan	Type II	5.12-100
Partition Tentative Plan	Type II	5.12-100
Pre-Application Report	Type I	5.1-100
Property Line Adjustment—Single	Type I	5.16-100
Property Line Adjustment—Serial	Type II	5.16-100
Site Plan Modification—Minor	Type I	5.17-100
Site Plan Review Modification—Major	Type II	5.17-100
Site Plan Review	Type II	5.17-100
Solar Access Protection	Type II	5.18-100
Subdivision Replat Tentative Plan	Type II	5.12-100
Subdivision Tentative Plan	Type II	5.12-100

Subdivision/Replat Plat	Type I	5.12-100
Tree Felling Permit	Type II	5.19-100
Vacation of Plats, Public Right-of-way, or Other Public Property	Type IV	5.20-100
Vacation of Public Easements	Type II	5.20-100
Willamette Greenway Overlay District Development	Type III	3.3-300
Wireless Telecommunications Systems Facilities	Type I, II, or III	4.3-145
Zoning Map Amendment	Type III	5.22-100

**Commentary:** *The proposed amendment clarifies the existing land division standards that require Future Development Plans. Applicable Sections are found in the Urbanizable Fringe Overlay District and the Land Division standards portion of the SDC.*

**5.12-120 Tentative Plan Submittal Requirements**

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

**Commentary:** *This Subsection applies to both Partitions and Subdivisions. The proposed amendment defines a “large” lot/parcel and specifies that one intent of the Future Development Plan is to achieve minimum residential densities specified in the SDC (see also the discussion under Section 3.8-825).*

E. A Future Development Plan. Where phasing or ~~large~~ lots/parcels that are more than twice the minimum size are proposed, the Tentative Plan shall include a Future Development Plan that:

1. Indicates the proposed redivision, including the boundaries, lot/parcel dimensions and sequencing of each proposed redivision at the minimum ~~urban density~~ residential densities specified in Section 3.2-205. The Future Development Plan shall be used for proposed phasing, any lot/parcel that is large enough to further divide; and/or a plot plan showing building foot prints for MDR and HDR minimum densities;
2. Addresses street connectivity between the various phases of the proposed development based upon compliance with ~~TransPlan, the Regional Transportation Plan (RTP)~~, applicable Refinement Plans, Plan Districts, Master Plans, Conceptual Development Plans, or the Conceptual Local Street Map and this Code;
3. Accommodates other required public improvements, including but not limited to, sanitary sewer stormwater management, water and electricity, natural gas, cable TV, telephone;
4. Addresses physical features, including but not limited to, significant clusters of trees and shrubs, watercourses shown on the Water Quality Limited Watercourse Map and their associated riparian areas, wetlands, rock outcroppings and historic features; and
5. Discusses the timing and financial provisions relating to phasing.

**Comment [EM14]:** These terms will eventually become obsolete, I would suggest using the following – the city’s acknowledged TSP...



**5.12-130 Tentative Plan Conditions**

To the extent necessary to satisfy the approval criteria of Section 5.12-125, comply with all applicable provisions of this Code and to mitigate identified negative impacts to surrounding properties, the Director shall impose approval conditions. All conditions shall be satisfied prior to Plat approval. Approval conditions may include, but are not limited to:

**Commentary:** *The proposed amendment adds a land division condition of approval, when a Future Development Plan is required.*

**R.** When required, the submittal of a Final Future Development Plan in compliance with Section 5.12-120E. The Future Development Plan shall be recorded at Lane County at the applicant’s expense. The applicant shall deliver a reproducible copy of the recorded Future Development Plan to the Development Services Director.

**6.1-110 Meaning of Specific Words and Terms**

**Commentary:** *Below are new and/or revised definitions related to the proposed residential zoning district descriptions that discuss building types. The intent is to allow for increased housing options. SDC definitions that are stand alone, such as “Accessory Dwelling Unit” as well as those under topics such as “Manufactured Dwelling” and “Prefabricated Dwelling” are proposed to be combined under the topic “Dwelling”. The Boise, Bend and Lake Oswego Development Codes as well as the Oregon Residential Specialty Code were also reviewed for proposed definition language.*

**Commentary:** *The current definition is proposed to be amended as follows and will stand on its own because it is an ownership type and not a building type:*

~~**Dwelling, Condominium.** A type of residential development offering individual ownership of dwellings and common ownership of open spaces and other facilities, that is regulated in part by State Law (ORS 100.005 et seq.).~~

**Condominium.** A form of ownership that is regulated in part by ORS 100.005 et seq. that may be applied to any dwelling type. Existing and new dwellings may be converted to condominium ownership; however, new dwellings shall comply with the development standards specified in this Code for the particular type of dwelling.

**Commentary:** *This definition is revised consistent with the Oregon Residential Specialty Code.*

~~**Dwelling.** A building, or portion thereof, which is used exclusively for human habitation.~~

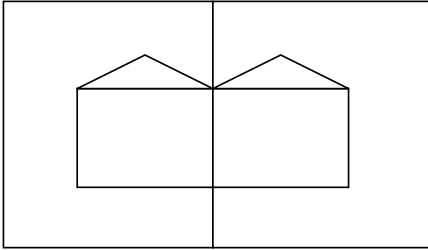
**Dwelling.** A building or portion thereof, containing one or more dwelling units, intended or designed to be built, used, rented, leased, let, or hired out to be occupied or that are occupied for living purposes.

**Commentary:** *The current definition is proposed to be amended as follows:*

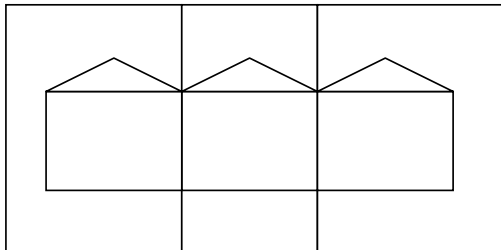
~~**Dwelling, Attached Single-family.** A building designed or used exclusively for the occupancy of 1 family which is attached to one or more separately owned dwellings by common vertical walls. This definition includes but is not limited to zero lot/parcel line dwellings, townhouses and rowhouses.~~

**Dwelling, Attached Single-Family.** A dwelling, located on its own lot/parcel that shares one or more common walls with one or more dwellings. The common walls may be any wall of the buildings, including the walls of attached garages. An attached dwelling does not share common floor/ceilings with other dwelling units. Attached single-family dwellings are also called zero lot/parcel line dwellings, townhouses or rowhouses.

Attached Single-Family



Attached Single-Family Dwellings – Townhouses/Rowhouses

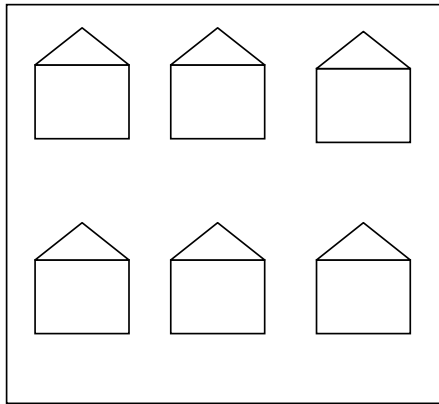


**Commentary:** This is a new definition from Redmond Washington. The intent is to provide a mechanism to allow a number of small detached single-family dwellings (cottages) on a single lot/parcel. The difference between a cottage cluster and a cluster subdivision is land ownership. The cottage cluster is one lot/parcel owned by the residents; a cluster subdivision allows ownership of individual lots, with common open space.

**Dwelling, Cottage Cluster.** A development of detached single-family housing in a cluster of 4 to 12 dwelling units around a central open space and has the following characteristics: each unit is of a size and function suitable for a single person or very small family; each unit has the construction characteristics of a single-family house; units are in condominium ownership and may share use of common facilities such as a party room, tool shed, garden orchard, workshop or parking areas; the site is designed with a coherent concept in mind, including: shared functional open space, off street parking, access within the site and from the site, and consistent landscaping.

**Comment [EM15]:** Why the limit to number of units?

Cottage Cluster: multiple detached dwellings on one lot

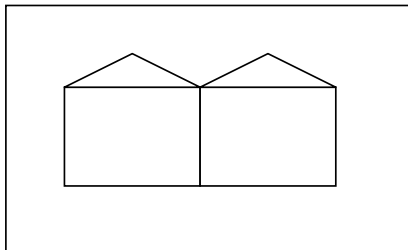


**Commentary:** *The current definition is proposed to be amended as follows:*

**Dwelling, Duplex.** A single building designed or used exclusively for the occupancy of 2 families living independently of each other, sharing a common roof, wall or foundation at the garages, carports, and/or living areas.

**Dwelling, Duplex.** A building on its own lot/parcel that contains two independent dwelling units attached by a common wall.

Duplex Dwelling

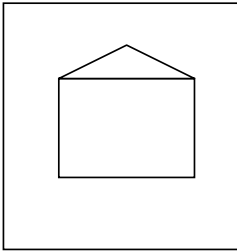


**Commentary:** *The current definition is proposed to be amended as follows:*

**Dwelling, Detached Single family.** A building designed or used exclusively for the occupancy of 1 family which is not attached to any other dwelling and is surrounded by open space and yards.

**Detached Single-family Dwelling.** A single family dwelling on its own lot/parcel that does not share a wall with any other building. This dwelling may be either site built or a manufactured dwelling.

## Detached Single-family Dwelling



**Commentary:** *This is the current definition found in the SDC. No amendment is proposed, the definition has only been relocated to this place.*

**Dwelling, Manufactured.**

- A.** Residential Trailer: a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, is being used for residential purposes and was constructed before January 1, 1962.
- B.** Mobile Home: a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy that is being used for residential purposes and was constructed between January 1, 1962 and June 15, 1976, and met the construction requirements of Oregon mobile home law in effect at the time of construction.
- C.** Manufactured Home: a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy that is being used for residential purposes and was constructed on or after June 15, 1976 in accordance with federal safety standards regulations in effect at the time of construction. In addition, manufactured homes sited within the jurisdictional boundaries of Springfield shall be of either Type 1 or Type 2 classification and shall comply with the following standards:
- 1.** Type 1 Manufactured Home:
    - a.** Multi-sectional configuration enclosing a minimum floor area of 1,000 square feet;
    - b.** Siding and roofing materials similar to the materials used in residential dwellings in the community or which are comparable to the predominant materials used on surrounding dwellings;
    - c.** Minimum roof pitch of 3 feet vertical in 12 feet of width;
    - d.** Thermal efficiency equivalent to the Oregon One- and Two-Family Dwelling Specialty Code excluding units built prior to the effective date of this Ordinance (5-1-94). These units shall meet or exceed the HUD energy standards that were in effect at the time of construction.

**2. Type 2 Manufactured Home:**

- a. Single-wide unit of not less than 12 feet wide enclosing a minimum floor area of 500 square feet;**
- b. Siding and roofing materials similar to the materials used in residential dwellings in the community or which are comparable to the predominant materials used on surrounding dwellings minimum roof pitch of 2 feet vertical in 12 feet of width;**
- c. Thermal efficiency equivalent to the Oregon One- and Two-Family Dwelling Specialty Code excluding units built prior to May 1, 1994. These units shall meet or exceed the HUD energy standards that were in effect at the time of construction.**

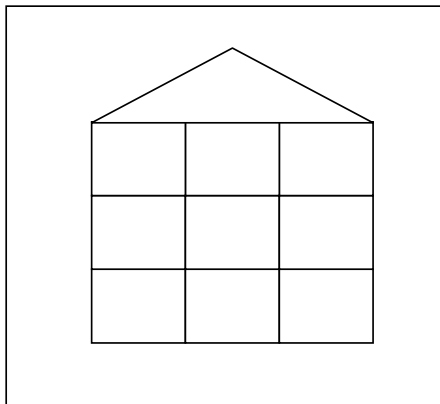
**Note:** Multi-sectional units placed on lots/parcels eligible for Type 2 units shall comply with all of the standards of a Type I manufactured home.

**Commentary:** *The current definition is proposed to be amended as follows:*

**~~Dwelling, Multi-family.~~** A building containing 3 or more dwelling units designed or used exclusively for the occupancy of 3 or more families living independently of each other and separated by common vertical walls. A Congregate Care Facility is not a Multifamily dwelling unit for the purposes of determining dwelling unit density.

**Dwelling, Multi-Family.** A building that contains 3 or more dwelling units that share common walls or floors/ceilings. The land underneath the building is not divided into separate lots/parcels. Multi-family dwelling includes, but is not limited to garden apartments, apartments, housing co-ops, loft conversions, and single room occupancies. A Congregate Care Facility is not a Multifamily dwelling unit for the purposes of determining dwelling unit density.

Multi-family Dwelling 3 or more dwellings; one building, one lot/parcel



**Commentary:** *This is the current definition found in the SDC. No amendment is proposed, the definition has only been relocated to this place.*

**Dwelling, Prefabricated.** A building or structural unit that has been in whole or substantial part manufactured at an off-site location to be wholly or partially assembled on-site, but does not include a mobile home, trailer or recreational vehicle. Prefabricated structures are regulated under the State of Oregon Structural Specialty Code.

**Commentary:** *This is a proposed new definition for a term that describes an existing situation, for example, the units above Jim's Landing. This is not new policy; it is only new terminology.*

**Dwelling, Single Room Occupancy (SRO).** A building that provides living units that have separate sleeping areas and some combination of shared bath or toilet facilities. The building may or may not have separate or shared cooking facilities for the residents. SROs include, but are not limited to residential hotels and rooming houses.

**Commentary:** *This definition is revised consistent with the Oregon Residential Specialty Code.*

~~**Dwelling Unit.** One or more habitable rooms which are occupied, intended or designed to be occupied by 1 family with housekeeping facilities for living, sleeping, cooking and eating.~~

**Dwelling Unit.** A single unit providing complete independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating cooking and sanitation.

**Commentary:** *This is the current definition found in the SDC. No amendment is proposed, the definition has only been relocated to this place.*

**Dwelling Unit, Accessory.** A secondary, self-contained dwelling that may be allowed only in conjunction with a detached single-family dwelling. An accessory dwelling unit is subordinate in size, location, and appearance to the primary detached single-family dwelling. An accessory dwelling unit generally has its own outside entrance and always has a separate kitchen, bathroom and sleeping area. An accessory dwelling may be located within, attached to or detached from the primary single-family dwelling.

**Commentary:** *This is based upon Portland's definition.*

**Dwelling, Zero-Lot-Line.** A single-family dwelling development on a common street frontage where each dwelling is shifted to one side of the lot/parcel to provide for greater useable yard space. The development requires that the planning for all of the dwelling locations be done at the same time, typically through the land division process, where open space/maintenance easements will be required. Each dwelling is on one lot/parcel.

Zero Lot Line Dwellings

