

**MEMORANDUM****CITY OF SPRINGFIELD**

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**DATE OF WORK SESSION:** February 2, 2010**TO:** Springfield Planning Commission**PLANNING COMMISSION  
TRANSMITTAL  
MEMORANDUM****FROM:** Greg Mott  
Linda Pauly**SUBJECT:** Metro Plan Amendment: Springfield 2030 Refinement Plan  
LRP 2009-00014 and Springfield Development Code Amendments  
LRP2009-00015.

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**ACTION REQUESTED:** Conduct a joint work session with the Lane County Planning Commission to receive an introduction to the proposed Springfield 2030 Refinement Plan in preparation for the February 17<sup>th</sup> public hearing.

**ISSUE:** The City of Springfield and Lane County propose to:

- 1) Co-adopt amendments to the Eugene-Springfield Metro Plan to implement HB 2007 Or Laws Chapter 650 (HB 3337) and ORS 197.295 to 197.314, establishing a separate Springfield urban growth boundary, demonstrating that Springfield's comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals and rules to accommodate estimated needs for 20 years, and adopting related goals, objectives, findings, policies, designations, measures, analyses, determinations, and inventories for the metropolitan area east of Interstate Highway I-5. The Springfield 2030 Refinement Plan (SRP) includes a site specific plan diagram and plan provisions applicable to Springfield only. The SRP diagram and text supplements and supports the existing policies and provisions of the Metro Plan.
- 2) Co-adopt amendments to the Springfield Development Code to implement Land Use Efficiency Measures;

**DISCUSSION:** Staff will present an overview of the Springfield 2030 Refinement Plan and related Springfield Development Code Amendments, to include discussion of:

- the relationship of the SRP to the Metro Plan;
- the relationship of the SRP to Eugene's concurrent planning process;
- the relationship of the SRP Diagram to the Metro Plan diagram and Springfield's existing neighborhood refinement plans;
- how proposed SRP policies will supplement and refine Metro Plan policies and how SRP policies will be applied;
- how proposed development Code Amendments will implement Land Use Efficiency Measures;
- the status of Springfield's land inventories and UGB Alternatives Analysis and their relationship to the SRP and upcoming proceedings to adopt the SRP.

**ATTACHMENTS**

Attachment 1: Springfield 2030 Refinement Plan Overview

# 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.