



AGENDA COVER MEMO

Memorandum Date: March 14, 2025
First Reading Date: April 1, 2025
Second Reading/Joint Public Hearing: April 21, 2025
Tentative Third Reading/Deliberations: June 10, 2025

TO: Board of County Commissioners
DEPARTMENT: Public Works, Land Management Division, Planning Program
PRESENTED BY: Jared Bauder, Senior Planner, Lane County
Andrew Limbird, Senior Planner, City of Springfield
PROJECT NAME: Springfield Development Code Amendments for the Campus Industrial District
AGENDA ITEM TITLE: **ORDINANCE NO. 25-03** / In the Matter of Amending Lane Code 10.600-15 to Co-Adopt Amendments to Springfield Development Code Sections 3.2.400 and 6.1.110 for the Campus Industrial District and Adopting a Savings and Severability Clause and Providing an Effective Date.
(Local File No.: 509-PA25-05073/ City File No.: 811-24-000215-TYP4)

I. MOTION

1. April 1, 2025 (1st Reading):

MOVE TO APPROVE THE FIRST READING OF ORDINANCE NO. 25-03, AND TO SET THE SECOND READING AND JOINT PUBLIC HEARING WITH THE CITY OF SPRINGFIELD CITY COUNCIL FOR APRIL 21, 2025 (AT 7:00 PM DATE AND TIME CERTAIN AT SPRINGFIELD CITY HALL IN A HYBRID MEETING FORMAT).

2. April 21, 2025 (2nd Reading/Joint Public Hearing):

- 1) MOVE TO TENTATIVELY APPROVE ORDINANCE NO. 25-03 AS PRESENTED AND SET A THIRD READING AND DELIBERATIONS FOR JUNE 10, 2025;
- 2) MOVE TO REVISE ORDINANCE 25-03 AS DIRECTED BY THE SPRINGFIELD CITY COUNCIL AND/OR THE BOARD OF COMMISSIONERS AND RETURN FOR A THIRD READING (DATE CERTAIN: JUNE 10, 2025) AND DELIBERATIONS ON THE REVISED ORDINANCE (SUMMARIZE REVISIONS);

- 3) MOVE TO SET A THIRD READING AND CONTINUE THE PUBLIC HEARING (DATE AND TIME CERTAIN), AND DIRECT STAFF TO REVISE ORDINANCE NO. 25-03 AS DIRECTED BY THE BOARD AND/OR CITY COUNCIL (SUMMARIZE REVISIONS);
- 4) MOVE TO NOT APPROVE ORDINANCE 25-03.

II. AGENDA ITEM SUMMARY

The Board is being asked to consider approval of Ordinance 25-03 (see **Attachment 1**) to adopt amendments to the Campus Industrial District section of the City of Springfield's (the City) Development Code. Specifically, a commercial property owner is requesting text amendments to the Springfield Development Code (SDC) to:

- modify the definition of “business park” and to amend provisions of the Campus Industrial district.
- Clarify and expand upon the types of uses allowable in Business Parks within the Campus Industrial District;
- Allow for medical offices and medical clinics in Business Parks within the Campus Industrial District; and
- Allow for offices that serve the public in Business Parks within the Campus Industrial District.

Amendments to the City's Development Code must be reviewed and adopted by the Board of Commissioners (the Board) for the regulation of lands between Springfield City Limits and the Springfield Urban Growth Boundary (UGB), which are urbanizing areas subject to Lane Code Chapter 10. This proposal is in accordance with the urban transition agreement made between Lane County and the City, which requires joint development and adoption of land use regulations within the Springfield urbanizing area.

At the April 21, 2025, Joint Public Hearing, the Board and City Council may decide if they should continue the public hearing to allow for additional public comment. If the Board and Council decide to close the public hearing, staff requests that Board make a motion to tentatively approve Ordinance 25-03 as presented and set the deliberations meeting for June 10, 2025. The Springfield City Council is scheduled to hold a second reading for adoption of the Ordinance on May 5, 2025. If the City Council adopts the city Ordinance, the Board is tentatively scheduled for its third reading of the Ordinance on June 10, 2025.

III. BACKGROUND & ANALYSIS

A. Board Action and Other History:

The Springfield Development Code (SDC) contains the implementing regulations for construction and development of land in Springfield. It was co-adopted in 1986, and since then, the code has been amended over 60 times. The last SDC amendment was in 2024 when the Board co-adopted amendments relating to modernization of the Springfield Development Code (Ordinance 24-04). Prior to that, the last amendment was in 2023 for the Springfield Comprehensive Plan Map and Land Use Element (Ordinance 23-07).

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the official long-range general plan (public policy document) of metropolitan Lane County and the cities of Eugene and Springfield. The Metro Plan policies and land use designations apply to areas under the jurisdiction of the Metro Plan. 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 use and conservation of physical resources, furtherance of assets, and development or redevelopment of the metropolitan area. The dividing line between the two cities is Interstate 5, and the City of Springfield is the Home City for the metro lands east of I-5.

The City of Springfield has the responsibility and the authority to administer its land use regulations on urbanizable land within the Springfield UGB. This is provided by the urban transition agreement between the City and Lane County, passed with Ordinance No. 16-86 (**Attachment 2**). Urbanizable lands are those unincorporated lands between the Springfield City Limits and the Springfield UGB.

The Springfield Planning Commission opened the public hearing for the proposed amendments on November 5, 2024, and continued the hearing to November 18, 2024, and then again to November 19, 2024. On November 19, 2024, the continued public hearing was conducted, and the Springfield Planning Commission closed the public hearing, with their final review and deliberations to occur on December 3, 2024. At the December 3, 2024, deliberations meeting the Springfield Planning Commission passed an Order and recommendation for approval to be forwarded to the Springfield City Council and Lane County Board of Commissioners (**Attachment 3**). The procedural requirements completed for this public hearing, as well as the public testimony received, are described in detail in the City staff report, included as **Attachment 1, Exhibit C**.

In accordance with Lane Code Chapter 14 procedural requirements, notice of the joint public hearing scheduled before the Board of Commissioners Springfield City Council and will be published in the Register Guard and mailed to all parties who submitted comments during the Springfield Planning Commission public hearing and interested parties in advance of the public hearing as required.

B. Policy Issues:

The delivery of effective and efficient urban services by the cities within the urbanizable area of the Metro Plan is supported by the urban transition agreement between the County and the metro cities. The applicable Comprehensive Plan policies are found in the Metro Plan and are addressed in the City's staff report and findings of fact (**Attachment 1, Exhibit C**). Approval of this Ordinance adopting an amendment to Lane Code Chapter 10 will ensure consistency for the updated land use regulations guiding development in the Springfield urbanizable area.

C. Board Goals:

While approval of Ordinance 25-03 will only affect the regulation of lands within the Springfield UGB, aspects of the proposed code amendment will be generally supportive of the tenants of all four Strategic Plan priorities: safe, healthy county; vibrant communities; robust infrastructure; and our people & partnership.

Enhancements to the land use provisions of Springfield's Campus Industrial District will further the Vibrant Communities Key Strategic Initiative 2.b by allowing more flexibility in allowed uses in the Springfield Campus Industrial District, and by ensuring development within the urbanizable area occurs in a safe, orderly and efficient manner.

Financial and/or Resource Considerations:

No direct financial or resource considerations apply to the adoption of the proposed

ordinance by Lane County. The adoption of a consistent development code for the entire Springfield urbanizable area does eliminate duplication and greatly enhances the efficiency of development permit processing, leading to higher levels of customer satisfaction and more efficient provision of government services.

Health Implications:

Actual health implications are difficult to predict, but generally, the proposed code amendments implement standards for development that aim to reduce any possible impacts on health and safety.

D. Analysis & Approval Criteria:

12.300.030 - Metro Plan Amendment Criteria.

The following criteria will be applied by the Board of Commissioners and other applicable governing body or bodies in approving or denying a Metro Plan amendment application:

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals; and**
- B. The proposed amendment does not make the Metro Plan internally inconsistent.**

Finding 1. Ordinance 25-03, to adopt amendments to Lane Code Chapter 10.600 and incorporate the amendments to the SDC, is provided as **Attachment 1** of this memo. **Attachment 1, Exhibit A**, contains the draft City Ordinance and the proposed draft code revisions to the SDC. The proposed changes to Lane Code 10.600-15 are included in **Attachment 1, Exhibit B**. Findings of consistency with the applicable criteria of the Statewide Planning Goals, and the Springfield Development Code are included as **Attachment 1-Exhibit C** to this memo, the Staff Report and Findings of Fact provided by Springfield planning staff. Lane County herein incorporates by reference the findings in the Springfield staff report. An in-depth summary and analysis of the changes being made to the SDC is provided within the City's staff report and findings of fact, provided as **Attachment 1, Exhibit C** of this memo.

E. Motion Options:

April 1, 2025 (1st Reading):

MOVE TO APPROVE THE FIRST READING OF ORDINANCE NO. 25-03, AND TO SET THE SECOND READING AND JOINT PUBLIC HEARING WITH THE CITY OF SPRINGFIELD CITY COUNCIL FOR APRIL 21, 2025 (AT 7:00 PM DATE AND TIME CERTAIN AT SPRINGFIELD CITY HALL IN A HYBRID MEETING FORMAT).

April 21, 2025(2nd Reading/Joint Public Hearing):

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- 4) MOVE TO NOT APPROVE ORDINANCE 25-03.

IV. RECOMMENDATION

Staff recommends **Option 1** above.

V. TIMING & FOLLOW UP

If the Board moves to approve the First Reading of the ordinances on April 1, 2025, a Second Reading and Joint Public Hearing with the Springfield City Council will occur on April 21, 2025, as has been tentatively scheduled. Following the April 21st Joint Public Hearing, the Springfield City Council is scheduled to deliberate and take action on the city ordinance on May 5, 2025. The Board has been tentatively scheduled for deliberations and action at their meeting on June 10, 2025.

VI. SUMMARY:

Adoption of the proposed SDC Amendments (**Motion Option 1**) will provide consistency between development regulations applicable to properties that lie inside and outside the Springfield City Limits and within the Springfield Urban Growth Boundary, under County/City *Metro Plan* coordination agreements. Staff finds this application meets all applicable approval criteria, and recommends the Board of County Commissioners approve Ordinance 25-03 (Springfield Development Code Amendments for the Campus Industrial District).

VII. ATTACHMENTS

1. Draft Ordinance No. 25-03
 - **Exhibit A:** Draft City Ordinance with Exhibits
 - **Exhibit B:** Proposed Changes to Lane Code 10.600-15 (*BCC & Legislative versions*)
 - **Exhibit C:** Staff Report & Findings of Fact
2. Ordinance No. 16-86 with Exhibits
3. Springfield Planning Commission Order and Recommendation

**Lane County
ATTACHMENT 1**

Draft Ordinance 25-03

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO: 25-03

In the Matter of Amending Lane Code 10.600-15 to Co-Adopt Amendments to Springfield Development Code Campus Industrial District Sections 3.2.400 and 6.1.110 and Adopting a Savings and Severability Clause and Providing an Effective Date. (Local File No. 509-PA25-05073/ City File No. 811-24-000215-TYP4)

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

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

WHEREAS, amendments to Lane Code Chapter 10.600-15 are necessary for the City of Springfield to implement concurrent amendments to the Springfield Development Code within the urbanizing area within the Springfield Urban Growth Boundary; and

WHEREAS, the City of Springfield Planning Commission reviewed the proposal in a public hearing on November 5, 2024; and

WHEREAS, the City of Springfield Planning Commission deliberated on December 3, 2024, where they provided an Order and recommendation for approval to the Springfield City Council and the Lane County Board of Commissioners; and

WHEREAS, the Springfield City Council and the Board of County Commissioners conducted a joint public hearing on April 21, 2025; and

WHEREAS, the Springfield City Council deliberated on May 5, 2025, and adopted Ordinance ____; and

WHEREAS, the Board of County Commissioners deliberated on June 10, 2025, and is now ready to take action.

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

1. The provision of the Springfield Development Code, as adopted by Lane County Ordinance No. 16-86 and amended by Lane County Ordinance Nos. 5-89, 18-90, 9-91, 13-91, 14-92, 5-93, 13-94, 3-97, 7-99, 10-00, 13-04, 2-05, 2-06, 16-07, 4-09, 7-11, 3-12, 13-05, 13-07, 14-13, 14-15, 16-05, 18-06, 19-05, 21-08, 22-03, 23-08, 23-07, 24-04, and 25-03 are hereby further amended to include amendments as depicted in **Exhibit A** (City Ordinance No. ____) incorporated by this reference. These amendments are adopted and incorporated herein by this reference for application to the urbanizable lands within the Springfield Urban Growth Boundary and are not codified into Lane Code.
2. Chapter 10 of Lane Code is hereby amended by removing and inserting the following sections:

REMOVE THESE SECTIONS

10.600-15

INSERT THESE SECTIONS

10.600-15

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

3. The Findings of Fact attached as **Exhibit C** and incorporated by this reference are adopted in support of the above amendments.

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

Nothing herein is intended to, nor acts to amend, replace, or otherwise conflict with any other ordinances of Lane County or any other Code or statutory provisions unless expressly so stated.

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

Effective date of Ordinance. The effective date of this Ordinance is as provided in the Chapter IX of the Springfield Charter and Section 2.110 of the Springfield Municipal Code, 30 days from the date of passage by the Council and approval by the Mayor; or upon the date that an ordinance is enacted by the Lane County Board of County Commissioners approving the same amendments as provided in Sections 1 through 3 of this Ordinance; or upon acknowledgment under ORS 197.625; whichever occurs last.

ENACTED this ____ day of _____, 2025

David Loveall, Chair
Lane County Board of Commissioners

Recording Secretary for this Meeting of the Board

Lane County
ATTACHMENT 1 - Exhibit A

Draft City Ordinance with Exhibits

CITY OF SPRINGFIELD, OREGON
ORDINANCE NO. _____ (GENERAL)

**AN ORDINANCE AMENDING SECTIONS 3.2.400 AND 6.1.110 OF THE SPRINGFIELD
DEVELOPMENT CODE; ADOPTING A SAVINGS AND SEVERABILITY CLAUSE AND
PROVIDING AN EFFECTIVE DATE**

WHEREAS, Springfield City Council adopted the *Springfield Development Code* (SDC) on May 5, 1986, and has subsequently adopted amendments thereto by ordinance;

WHEREAS, SDC 5.6.100 sets forth procedures for amendments to the *Springfield Development Code*;

WHEREAS, SDC 5.6.105(B) sets for procedures for citizens to initiate amendments to the Development Code text;

WHEREAS, on September 9, 2024 the City accepted a citizen-initiated application to amend Sections 3.2.400 and 6.1.110 of the *Springfield Development Code*;

WHEREAS, a legislative summary of the amendments to Sections 3.2.400 and 6.1.110 of the *Springfield Development Code* are attached hereto as **Exhibit A**;

WHEREAS, on November 5, 2024 the Springfield Planning Commission opened a properly noticed public hearing on the proposed *Springfield Development Code* amendments;

WHEREAS, on December 3, 2024 the Springfield Planning Commission approved a recommendation of approval to the City Council and the Lane County Board of Commissioners for the proposed *Springfield Development Code* amendments;

WHEREAS, on _____, 2025 the City Council and Lane County Board of Commissioners held a properly noticed joint public hearing and are now ready to take action on the proposed amendments based on the Planning Commission recommendations and the evidence and testimony already in the record and presented at the public hearing; and

WHEREAS, substantial evidence exists within the record and the Staff Report and Findings attached as **Exhibit B**, which is adopted in support of this Ordinance, that the proposal meets the relevant approval criteria,

NOW, THEREFORE THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

Section 1. The Springfield Development Code is amended as provided in **Exhibit A**, which is attached hereto and incorporated herein by reference.

Section 2. The findings set forth in **Exhibit B** are adopted as findings in support of this Ordinance.

Section 3. Savings Clause. Except as specifically amended herein, the Springfield Development Code will continue in full force and effect. The prior Code and land use regulations repealed or amended by this Ordinance remain in full force and effect to authorize prosecution of persons in violation thereof prior to the effective date of this ordinance.

Section 4. Severability Clause. If any section, subsection, sentence, clause, phrase or

portion of this Ordinance is, for any reason, held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portion hereof.

Section 5. Effective Date. The effective date of this Ordinance is as provided in the Chapter IX of the Springfield Charter and Section 2.110 of the Springfield Municipal Code, 30 days from the date of passage by the Council and approval by the Mayor, or upon acknowledgement of this Ordinance under ORS 197.625, whichever occurs last.

ADOPTED by the City Council of the City of Springfield this ____ day of _____, 2025
by a vote of ____ for and ____ against.

APPROVED by the Mayor of the City of Springfield this ____ day of _____, 2025.

Mayor

ATTEST:

City Recorder

Exhibit A
**Planning Commission Recommendation for Springfield Development Code Amendments
Concerning Business Parks in the Campus Industrial District**

The following amendments to the Springfield Development Code (SDC) are intended to clarify and expand uses permitted in “Business Parks” in the Campus Industrial District (CI). The Code amendments are shown in legislative format (deleted text in ~~strike through red~~ and new text with underline red).

**3.2.400
INDUSTRIAL DISTRICTS**

3.2.405. Purpose and Applicability.

- (A) Purpose. The purpose of the industrial districts is to:
- (1) Broaden, improve, and diversify the Springfield economy while maintaining or enhancing environmental quality and Springfield’s natural heritage.
 - (2) Provide certainty, predictability, and flexibility in the development of industrial development.
 - (3) Make development decisions predictable and cost effective.
- (B) Applicability. This section applies to development in the Campus Industrial (CI), Light Medium Industrial (LMI), Heavy Industrial (HI), and the Special Heavy Industrial (SHI) Districts. These districts are identified on the City’s official Zoning Map. Properties designated within each district that contain additional standards must comply with the provisions of the applicable district, except as may be modified by this section. The districts serve different uses as described below.

District	Location and Characteristics
Campus Industrial (CI)	This district is intended to provide opportunities for diversification of the local economy by offering prime sites in a campus environment for large-scale light manufacturing firms and research and development complexes emphasizing modern technology and employing skilled workers in family wage jobs. The term “campus” includes innovative building designs, enhanced landscapes, large open spaces, and substantial pedestrian amenities.
Light-Medium Industrial (LMI)	This district is intended to provide opportunities for the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impact from these uses is generally less than heavy industrial, and transportation needs are often met by truck. Activities are generally located indoors, although there may be some outdoor storage. This designation also can accommodate supporting offices and campus industrial uses.
Heavy Industrial (HI)	This district is intended to provide opportunities for the processing of large volumes of raw materials into refined materials and/or that have significant external impacts. Heavy industrial transportation needs often include rail and truck. Less intensive industrial uses that are permitted in the LMI District are also permitted in this district.
Special Heavy Industrial (SHI)	This district is intended to provide opportunities to accommodate industrial developments that need large parcels, particularly those with rail access.

Although the primary purpose of this district is to provide sites for heavy industries other industry is allowed.

3.2.410. Use Category Determination.

(A) For the purpose of SDC 3.2.400, uses and activities are classified into use categories on the basis of common functional, product, or physical characteristics, as described below.

- (1) **Determination of Use Category.** Uses are assigned to the category whose description most closely describes the nature of the primary use. Developments may have more than 1 primary use. Developments may also have 1 or more accessory uses.

When a use's category is not clearly identifiable, the Director, through an administrative action, determines the applicable use category. The Director will consider the following factors to determine what use category the use is in, and whether the activities constitute primary uses or accessory uses:

- (a) The description of the activity in relationship to the characteristics of each use category;
 - (b) The relative amount of site or floor space and equipment devoted to the activity;
 - (c) Relative amounts of sales from each activity;
 - (d) The customer type for each activity;
 - (e) The relative number of employees in each activity;
 - (f) Hours of operation;
 - (g) Building and site arrangement;
 - (h) Vehicles used with the activities;
 - (i) The relative number of vehicle trips generated by the activities;
 - (j) The signage for the proposed use(s) and activities;
 - (k) How the use advertises itself; and
 - (l) Whether the activities function independently of other activities on the site.
- (2) **Multiple Uses.** When all of the primary uses of a development fall within 1 use category, then the development is assigned to that use category. When the primary uses of a development fall within different use categories, each primary use is classified in the applicable category and is subject to the regulations for that category.
 - (3) **Determination of Similar Use Category.** Subject to prior submittal and approval of an application pursuant to Type 2 procedures, uses and development similar to those found in

Table 3.2.420 may be allowed if found by the Director to be “clearly similar” to the uses and development allowed by Table 3.2.420. The applicant has the burden to provide sufficient information to allow the Director to make findings on the following criteria.

The Director must make findings that the proposed use is “clearly similar” based on the following criteria:

- (a) The use and development are consistent with the purpose of this section.
- (b) When compared with the uses and development permitted by Table 3.2.420, the use and development are similar to 1 or more of these uses and development based on an analysis of the:
 - (i) Goods or services traded from the site;
 - (ii) Bulk, size, and operating characteristics of the proposed use and development; and
 - (iii) Parking demand, customer types, and traffic generation.
- (c) The use and development comply with the other applicable provisions of this section.

Uses that are not “clearly similar” because they do not meet the standards above, may be allowed as a new use, according to the procedures and standards in SDC 5.11.100, Interpretations.

3.2.415. Industrial Use Categories.

- (A) Industrial Use. Employment activities, including, but not limited to, the use of land primarily for the manufacture, assembly, fabrication, processing, storage, logistics, warehousing, importation, distribution and transshipment, and research and development, that generate income from the production, processing, handling or distribution of goods and services, including goods and services in the traded sector as defined by ORS 285A.010.
- (B) Heavy Manufacturing and Production.
 - (1) “Heavy manufacturing and production” refers to the manufacturing from raw materials, processing from raw materials, or assembly of goods. Natural, human-made, raw, secondary, or partially completed materials may be used. Products may be finished or semi- finished and are generally made for the wholesale market, for transfer to other plants, or to order for firms or consumers. Goods are generally not displayed or sold on site, but if so, they are a subordinate part of sales. Relatively few customers come to the manufacturing site.
 - (2) Examples of heavy manufacturing and production uses include, but are not limited to: lumber mills, pulp and paper mills, and other wood products manufacturing; manufacturing and processing of metals or metal products including enameling and galvanizing; biotechnology; manufacturing or processing of chemical, rubber, leather, clay, bone, plastic, stone, concrete, glass materials, or related products; manufacturing or production of food and beverage or related products; manufacturing of textiles or apparel; woodworking, including cabinet makers; the production of energy; and paper products or other similar materials manufacturing

or processing.

(3) Exceptions.

- (a) Manufacturing of goods to be sold primarily on site and to the general public is classified as retail sales and service as found in SDC 3.2.300.
- (b) Manufacture and production of goods from composting organic material is classified as waste-related uses.

(C) Light Manufacturing, Fabrication, and Repair.

- (1) “Light manufacturing, fabrication, and repair” refers to the manufacturing, processing, fabrication, packaging, or assembly of goods. Natural, human-made, raw, secondary, or partially completed materials may be used. Products may be finished or semi-finished and are generally made for the wholesale market, for transfer to other plants, or to order for firms or consumers. Goods are generally not displayed or sold on site, but if so, they are a subordinate part of sales. Relatively few customers come to the manufacturing site.
- (2) Examples of light manufacturing, fabrication, and repair uses include, but are not limited to: manufacturing, fabrication, or repair of appliances, electronic equipment, furniture, signs, and similar goods; fabrication of metal or metal products; manufacturing, assembly, or repair of machinery, equipment, instruments, biotechnology; manufacturing of apparel or other finished goods made from canvas, cloth, fabrics, feathers, felt, leather, textiles, wool, yarn, or similar materials; finished woodworking and assembly, including cabinet makers; preparation of food and related products including catering establishments; breweries, distilleries, and wineries; media production facilities; and manufacturing of prefabricated or modular structures including manufactured homes and related components.

(D) Industrial Service.

- (1) “Industrial service” refers to the repair or servicing of business or consumer machinery, equipment, products or by-products. Firms that service consumer goods do so by mainly providing centralized services for separate retail outlets. Contractors and building maintenance services and similar uses perform services off site. Few customers, especially the general public, come to the site.
- (2) Examples of industrial service uses include, but are not limited to: welding shops; machine shops; tool repair; electric motor repair; repair of scientific or professional instruments; storage of building materials; heavy truck servicing and repair; tire retreading or recapping; contractors including building, heating, plumbing, electrical, or similar; health, safety, first aid, and EMS service; printing, publishing and lithography; recycling operations; janitorial and building maintenance services including exterminators; fuel oil distributors; solid fuel yards; research, development, and testing laboratories or facilities; technology development and support centers; industrial laundry, dry- cleaning, and carpet cleaning plants; and photofinishing laboratories.
- (3) Exceptions.

- (a) Contractors and others who perform industrial services off site are included in the office category, if equipment and materials are not stored at the site, and fabrication or similar work is not carried on at the site.
- (b) Hotels, restaurants, and other services that are part of a truck stop are considered accessory to the truck stop.

(E) Warehouse and Wholesale Sales.

- (1) Warehouse and wholesale sales includes the wholesale storage or movement of goods by a company for themselves or other firms. Goods are generally delivered to other firms or the final consumer, except for some will-call pickups. There is little on-site sales activity with the customer present. "Warehouse" refers to the storage of finished and unfinished products and materials within an entirely enclosed building. This use may include facilities for regional wholesale distribution, if permitted by the applicable land use district. "Wholesale sales" refers to the sale, lease, or rental of products primarily intended for industrial, institutional, or commercial businesses. The uses emphasize on-site sales or order taking and often include display areas. Businesses may or may not be open to the general public, but sales to the general public are limited as a result of the way in which the firm operates. Products may be picked up on site or delivered to the customer.
- (2) Examples of warehouse and wholesale sales uses include, but are not limited to: regional distribution headquarters including storage, wholesale warehouses used by retail stores such as furniture and appliance stores; household moving and general freight storage; cold storage plants, including frozen food lockers; wholesale distribution centers; truck/freight terminals; bus barns; parcel delivery services; major post offices; grain terminals; and the stockpiling of sand, gravel, or other aggregate materials. Additionally, wholesale sales includes sale or rental of machinery, equipment, heavy trucks, building materials, special trade tools, welding supplies, machine parts, electrical supplies, janitorial supplies, restaurant equipment, and store fixtures; mail order houses; and wholesalers of food, clothing, auto parts, building hardware, and office supplies.
- (3) Exceptions.
 - (a) Uses that involve the transfer or storage of solid or liquid wastes are classified as waste-related uses.
 - (b) Uses that engage primarily in sales to the general public are classified as retail sales and service as found in SDC 3.2.300.
 - (c) Uses that engage in sales on a membership basis are classified as retail sales.

(F) Waste-Related.

- (1) "Waste-related" includes uses that receive solid or liquid wastes from others for disposal on the site or for transfer to another location, uses that collect sanitary wastes, or uses that manufacture or produce goods or energy from the biological decomposition of organic material. Waste-related uses also include uses that receive hazardous wastes from others and are subject to the regulations of OAR 340-100, Hazardous Waste Management.

- (2) Examples of waste- related uses include, but are not limited to: sanitary landfills, limited use landfills, waste composting, energy recovery plants, sewer treatment plants, portable sanitary collection equipment storage and pumping, processing of waste, and hazardous-waste-collection sites.
- (3) Exceptions.
 - (a) Disposal of clean fill, consisting of soil, rock, concrete, brick, building block, tile, or asphalt paving, which does not contain contaminants that could adversely impact public health and which does not contain putrescible waste, construction and demolition waste, or industrial solid waste, is not a waste related use.
 - (b) Sewer pipes that serve a development are considered a basic utility.
 - (b) Recycling operations are not considered a waste-related use. They are classified as an industrial service use.

(G) **Corporate or Regional Headquarters.**

- (1)** “Corporate or regional headquarters” means a building or portion of a building in which people are employed in the management or direction of a business consisting of ~~{H}~~ **one** or more companies, or divisions or groups of companies. ~~{This use must be directly associated with and subordinate to a permitted use or a use allowed with a Discretionary Use Permit on the same site.}~~
- (2)** Corporate or regional headquarters may be permitted **in one of the following ways:** (i) as part of a large-scale light-manufacturing use ~~{or}~~, (ii) located within **an approved {b}Business {p}Park{}**, (iii) **directly associated with a permitted use or a discretionary use on the same site, or (iv) {Corporate or regional headquarters also may be a} as a stand-alone use.** ~~{The acreage comprising standalone corporate or regional headquarters site must be applied to the 40 percent gross acreage standard for business parks.}~~
- (3)** Corporate or regional headquarters must have at least 20 or more employees at the time of occupancy.

(H) **Secondary Use.**

- (1) “Secondary use” means a use that is integrated with the primary use, is not stand alone, and is not permitted in the absence of a primary use.
- (2) Examples of secondary uses include, but are not limited to: eating and drinking establishments; personal services such as hair stylists, beauty, fitness, spa, shoe repair, dry cleaning, and tailors; child care facilities primarily serving employees; building maintenance services; industrial and professional equipment and supply stores; financial institutions including ATMs.
- (3) Retail, wholesale and service uses, either alone or in combination, cannot exceed 20 percent of the gross floor area of a building. These uses exclude any drive-through facility and must not primarily serve the general public. Except for ATMs, each use is limited to 2,500 square feet of gross floor area.

- (4) Child care facilities may exceed the 2,500 square foot standard in order to comply with size requirements.

(5) Exception.

(a) SDC 3.2.415(H) does not apply to Business Parks. Business Park standards for secondary uses are found in SDC 3.2.415(J).

(I) Accessory Use.

- (1) “Accessory use” means a use that is subordinate to the primary use.
- (2) Examples include, but are not limited to: accessory structures; administrative professional or business offices; copying and photo developing; cafeteria serving employees; developed recreation area or pedestrian amenities serving the development area; storage yards or warehouses; parking lots and parking structures; truck fleet parking; repair and maintenance areas; docks; rail spur or rail lead line; heliports and helistops; and 1 dwelling unit per site.

(J) Business Park.

(1) Business Park primary uses include the following:

- (a) SDC 3.2.415 Industrial Use Categories: (A) Industrial Use, (C) Light Manufacturing, Fabrication, and Repair, (D) Industrial Service, (E) Warehouse and Wholesale Sales, and (G) Corporate or Regional Headquarters;**
- (b) Administrative and professional offices, including government offices;**
- (c) Educational facilities including professional, vocational and business schools, and job training and vocational rehabilitation services; and**
- (d) Clinics for treatment of patients on an outpatient basis. Clinics in Business Parks must not include emergency or urgent care facilities.**

(2) Business Park secondary uses include the following:

- (a) Retail Sales and Services (non-automobile dependent/oriented);**
- (b) Eating and Drinking Establishments (without drive-through);**
- (c) Child Care Center;**
- (d) Bicycle Paths and Pedestrian Trails; Parks; and**
- (e) Public Utility Facilities.**

- (3) Business Park secondary uses must not exceed 40 percent of the total gross floor area of the Business Park. A Business Park will not be in violation of this limit due to a vacancy in the primary use space of the Business Park.**
- (4) Business Park uses may serve the public.**
- (5) Business Parks are subject to Site Plan Review as provided in SDC 3.2.455 and SDC 5.17.100, including all new Business Parks, as well as modifications of approved Business Parks that meet the threshold set forth in SDC 5.17.100.**

3.2.420. Permitted Uses.

- (A) The land uses listed in Table 3.2.420 are permitted in each of the applicable districts, subject to the provisions of this section.

Table 3.2.420 Permitted Uses Industrial District					
Land Use	**CI	LMI	HI	*SHI	Applicable code standards
Industrial					
Heavy Manufacturing and Production	N	D	P	P	
Light Manufacturing, Fabrication, and Repair	D	P	P	P	
Industrial Service	P	P	P	P	
*Warehouse and Wholesale Sales	P	P	P	P	SDC 3.2.428
Waste-Related	N	N	D	D	
Explosives or Fireworks, Manufacturing, Warehouse or Distribution	N	D	D	N	
Corporate Office/ Headquarters	P	P	P	P	
Outdoor Storage Directly Related to an Approved Use	N	P	P	P	
Automobile Wrecking, or Towing Service Operations	N	N	D	N	
Industrial Park	N	P	P	P	

**Table 3.2.420 Permitted Uses
Industrial District**

Land Use	**CI	LMI	HI	*SHI	Applicable code standards
Business Park	P	N	N	N	<u>SDC 3.2.415(J)</u>
Slaughterhouse	N	N	D	N	
Other					
*Secondary Use (as defined)	P	D	D	D	SDC 3.2.415
*Accessory Use (as defined)	P	P	P	P	SDC 3.2.415
*Marijuana Production Facility	N	N	P	P	SDC 4.7.177
*Marijuana Processing Facility	N	P	P	N	SDC 4.7.177
*Marijuana Wholesale Facility	N	P	P	N	SDC 4.7.177
*Marijuana Retail Outlet or Sales, as Primary or Secondary Use	N	N	N	N	SDC 4.7.177
*Recreational Facilities	N	P	P	P	SDC 4.7.205
Child Care Centers	P	P	N	N	
Bicycle Paths and Pedestrian Trails	P	P	P	P	
Linear Parks	P	P	P	P	
Agricultural Cultivation of Vacant Land	P	P	P	P	
Income-Qualified Housing	P*	P*	N	N	SDC 4.7.405
Public and Institutional					
Educational Facilities	N	D	N	N	SDC 4.7.195
*High Impact Public Utility Facilities	D	P	P	P	SDC 4.7.160
Low Impact Public Utility Facilities	P	P	P	P	
*Wireless Telecommunications System (WTS) Facilities	N	See SDC 4.3.145	See SDC 4.3.145	See SDC 4.3.145	

P = Permitted Use; D = Discretionary Use permit required; N = Not Allowed

* Permitted subject to cited code standards; in the SHI District, the standard is found in SDC 3.2.425(A)(1).

** Uses in the CI District must meet the operational performance standards specified in SDC 3.2.430.

3.2.425. Development Standards.

In addition to applicable provisions contained elsewhere in this code, the development standards listed in this section apply to all development in industrial districts. In cases of conflicts, standards specifically applicable in the industrial district apply. In cases of conflicts in this section between the general standards and the area-specific standards, the area-specific standards apply.

(A) Lot Area, Dimensions, and Coverage. The following Table 3.3.425 sets forth the industrial district lot area, lot dimension, and coverage standards.

Table 3.2.425(A) Industrial District Lot Area, Dimension and Coverage Standards				
Development Standard	CI	LMI	HI	SHI
Minimum lot/parcel size	10,000 square feet	10,000 square feet	10,000 square feet	10,000 square feet see (A)(1) below
Minimum frontage, see (A)(2) below	75 feet	75 feet	75 feet	75 feet
Panhandle lot/parcel minimum frontage, both single and double panhandles	N/A	40 feet	40 feet	40 feet
Maximum lot/parcel coverage	Limited only by requirements of other sections of this code.			

(1) Until annexed to the City, the minimum lot/parcel size in the SHI District must be 40 acres and the minimum development area must be 10 acres.

(2) The frontage standard does not apply when the following are met:

(a) The lots/parcels have been approved as part of a Master Plan, Site Plan, Subdivision or Partition; and

(b) Access has been guaranteed via a private street or driveway by an irrevocable joint use/access agreement as specified in SDC 4.2.120(A).

(B) Setbacks. Setbacks provide separation between industrial and non- industrial uses for fire protection/security, building maintenance, sunlight and air circulation, noise buffering, and visual separation. All developments must meet applicable fire and building code standards, which may require greater setbacks than those listed in this section (e.g., for combustible materials, etc.).

Required setbacks are measured from the special street setback in SDC 4.2.105(N), where applicable.

The following setback standards apply to all structures, except as otherwise provided by this section.

(1) Front Yard Building Setback.

(a) Campus Industrial District.

- (i) The minimum front yard building setback is 20 feet if abutting a local street.
- (ii) The minimum front yard building setback is 30 feet if abutting a collector or arterial street.

(b) Light Medium Industrial District. The minimum front yard building setback is 10 feet.

(c) Heavy Industrial District. The minimum front yard building setback is 10 feet.

(d) Special Heavy Industrial District. The minimum front yard building setback is 10 feet.

(2) Parking, Driveway, or Outdoor Storage Setback.

(a) Campus Industrial District. The minimum yard setback for parking, or driveway is 5 feet from any property line. In the CI district no outdoor storage is allowed.

(b) Light Medium Industrial District. The minimum yard setback for parking, driveway, or outdoor storage is 5 feet from any property line.

(c) Heavy Industrial District. The minimum yard setback for parking, driveway, or outdoor storage is 5 feet from any property line.

(d) Special Heavy Industrial District. The minimum yard setback for parking, driveway, or outdoor storage is 5 feet from any property line.

(3) Other Setbacks.

(a) Building Setback From a R-1, R-2, or R-3 Residential District.

- (i) Campus Industrial District. The minimum setback for a building from a residential district boundary is 50 feet.
- (ii) Light Medium Industrial District. The minimum setback for a building from a residential district boundary is 10 feet.
- (iii) Heavy Industrial District. The minimum setback for a building from a residential district boundary is 10 feet.
- (iv) Special Heavy Industrial District. The minimum setback for a building from a residential district boundary is 10 feet.

- (b) Building Setback From a CI District.
 - (i) Campus Industrial District. NA.
 - (ii) Light Medium Industrial District. The minimum setback for a building from a CI district boundary is 10 feet.
 - (iii) Heavy Industrial District. The minimum setback for a building from a CI district boundary is 10 feet.
 - (iv) Special Heavy Industrial District. The minimum setback for a building from a CI district boundary is 10 feet.
 - (c) Building Setback Within the CI District From Other Districts. The minimum setback for a building within the CI district from another nonresidential district boundary is 10 feet.
 - (d) Building separation From Other Buildings Within the CI District. The minimum building separation between buildings in the CI district is 20 feet.
- (4) Setback Exceptions and Special Circumstances.
- (a) Where a public utility easement (PUE) is larger than the required setback standard, no building or above grade structure, except a fence, can be built upon or over that easement.
 - (b) CI District Setback Exceptions. Required building setbacks and separations may be reduced through the Site Plan Approval process without a variance when:
 - (i) The building design incorporates landscaped stormwater quality facilities within the setback area that also enhances pedestrian amenities and the campus environment;
 - (ii) Necessary to protect natural assets identified in the Gateway Refinement Plan or elsewhere in this code;
 - (iii) Necessary to preserve existing healthy mature trees;
 - (iv) Necessary to accommodate handicapped access requirements; or
 - (v) Legally created lots/ parcels do not meet the minimum lot/parcel size.

Table 3.2.425(B) summarizes the above setback standards.

Table 3.2.425(B) Setback Standards				
Development Standard	CI	LMI	HI	SHI
Front setback for building	20/30 feet	10 feet	10 feet	10 feet

Table 3.2.425(B) Setback Standards

Development Standard	CI	LMI	HI	SHI
Setback for parking, driveway, or outdoor storage	5 feet	5 feet	5 feet	5 feet
Building setback from residential district	50 feet	10 feet	10 feet	10 feet
Building setback from CI district	N/A	10 feet	10 feet	10 feet
Building setback within CI district from other district	20 feet	N/A	N/A	N/A
Building setback from other buildings within CI district	20 feet	N/A	N/A	N/A

(C) Height.

- (1) The following building height standards are intended to promote land use compatibility and flexibility for industrial development at an appropriate community scale.
 - (a) Buildings and structures in the Campus Industrial District are limited to the maximum height of 45 feet.
 - (b) Buildings and structures in the Light Medium Industrial, Heavy Industrial, and Special Heavy Industrial Districts have no maximum height, except when abutting a residential district. When abutting a residential district, the following height standards apply:
 - (i) The height of a structure must not exceed the height permitted in the adjacent residential land use district for a distance of 50 feet. For the adjacent R-1 zone the applicable height limit would be 35 feet and R-2 zone the applicable height limit would be 50 feet.
- (2) Incidental equipment, as defined in SDC 6.1.110 may exceed the height standard.

Table 3.2.425(C) summarizes the above height standards.

Table 3.2.425(C) Height Standards

Development Standard	CI	LMI	HI	SHI
Maximum Height	45 feet	No maximum height, except when abutting residential districts (see below)		

Table 3.2.425(C) Height Standards

Development Standard	CI	LMI	HI	SHI
Industrial District abuts an R-1 or R-2 District	N/A	The height of a structure must not exceed the height permitted in the adjacent residential land use district for a distance of 50 feet from the property line.		

3.2.428. Development Standards – Specific.

- (A) **Manufactured Dwelling as a Permanent Office Use.** A manufactured dwelling, provided it meets City and state construction and safety standards for the proposed use, may be used as a permanent office building in the Light-Medium Industrial and Heavy Industrial Districts, provided the following conditions are met prior to occupancy:
- (1) A permanent foundation is provided for the manufactured dwelling.
 - (2) Siding must be compatible with adjacent structures; the roof must have a minimum 16 percent pitch.
 - (3) Foundation covers, skirting, landscaping and backfill are required.
 - (4) Compliance with these regulations is a condition of continued use of the manufactured dwelling on the property.
- (B) **Warehouse Commercial Retail and Wholesale.**
- (1) Buildings must be located in the front of lots/parcels, where possible, to minimize the visibility of outdoor storage yards or areas.
 - (2) Any outdoor storage yard or area must be surrounded by a sight-obscuring fence.

Exception: Sales of heavy equipment and trucks does not require fencing.
 - (3) In the Downtown Exception Area, the storage and display of rental equipment must be confined within a building.
 - (4) For mini-storage facilities, an on-site manager's living quarters must be permitted when the living quarters are constructed as part of and attached to a new or existing mini-storage facility.
 - (5) **Light- Medium Industrial and Warehousing.** For warehouse- commercial use, at least 50 percent of the structure must be used for storage of materials and 50 percent or less may be used for combined retail and office floor space.

3.2.430. CI District— Operational Performance Standards.

The operational performance standards listed below apply to all uses permitted within the CI District. For permitted light industrial manufacturing uses, compliance with these operational performance standards shall be the determining factor. In all other cases, the use lists in SDC 3.2.420 are the determining factor.

- (A) All manufacturing operations shall be entirely enclosed within a building.

EXCEPTION: The Director may allow an outdoor utility yard to store tanks containing gases and/or fluids that are essential to the operation of the permitted use that cannot otherwise be contained in an enclosed building for fire and life safety reasons, as determined by the Fire Marshal. The utility yard shall be screened from public view by a masonry or decorative concrete wall at least 8 feet in height that is an extension of the building, complements the façade of the building and meets the setback requirements specified in SDC 3.2.425.

- (B) All applicable on-site design standards specified in SDC 3.2.450 shall be met.

- (C) The storage of raw materials and/or finished products shall occur entirely within enclosed buildings. The parking of trucks necessary for the operation of the facility shall also occur within enclosed buildings, unless permitted as specified in SDC 4.6.125 and SDC 3.2.450(C).

- (D) Office and commercial uses shall not primarily serve the public.

EXCEPTION: Office and commercial uses in a Business Park must comply with SDC 3.2.415(J).

- (E) The movement of heavy equipment on or off the site shall not be permitted.

EXCEPTION: Truck deliveries and shipments are permitted;

- (F) Proposed uses not listed as permitted uses in SDC ~~[3.4.420]~~ **3.2.420** are not ~~to be~~ permitted.

EXCEPTION: Business Park uses must comply with SDC 3.2.415(J).

- (G) Proposed uses shall also comply with the additional operational performance standards listed below. The intent is not to specifically deny a use, but ensure compliance with applicable local, State, and Federal regulations. Compliance with these operational performance standards are the continuing obligation of the property owner. Failure to comply with these operational performance standards shall be a violation of this Code and/or Chapter 5 of the Springfield Municipal Code, 1997.

- (1) Air pollution. Air pollution includes, but is not limited to, emission of smoke, dust, fumes, vapors, odors, and gases. Air pollution shall not be discernable at the property line by a human observer relying on a person's senses without the aid of a device. The applicant shall obtain and maintain all applicable licenses and permits from the appropriate local, State, and Federal agencies.

EXCEPTION: Water vapor or other benign plumes from processes or pollution control equipment shall not be considered air pollution.

- (2) Fire and explosive hazards. All activities involving the use, storage and/ or disposal of flammable or explosive Fire Code as most recently adopted by the City.

- (3) Glare.
 - (a) Glare resulting from exterior lighting, excluding low -intensity pedestrian- level lighting, shall be controlled by deflecting light away from abutting uses and from public rights-of-way as specified in SDC 4.5.100.
 - (b) Glare resulting from an industrial operation including welding or laser cutting shall not be visible from the outside of the building.
- (4) Groundwater Protection. Proposed development utilizing hazardous materials that may impact groundwater quality shall be as specified in SDC 3.3.200.
- (5) Hazardous Waste. Proposed development shall not utilize or produce hazardous waste unless permitted as specified in Oregon Administrative Rule (OAR) 340-102-0010 through 340-102-0065 or any applicable Federal regulation.
- (6) Noise. These standards apply to noise generated by any machinery or equipment on the development site. The maximum permitted noise levels in decibels across lot/parcel lines and district boundaries shall be as specified in OAR 340-035-0035, Noise Control Standards for Industry and Commerce.

EXCEPTION: Excluded from these noise standards are background traffic on State highways and public streets and occasional sounds generated by temporary construction activities, truck deliveries, warning devices, or other similar temporary situations.

- (7) Radiation. There are various sources of radiation, including, but not limited to ionizing radiation, electromagnetic radiation, and radiation from sonic, ultrasonic, or infrasonic waves. Uses that involve radiation shall comply with the regulations in OAR 333-100-0001 through 333-100-0080 and any applicable Federal regulation.
- (8) Vibration. No use, other than a temporary construction operation, shall be operated in a manner that causes ground vibration that can be measured at the property line. Ground-transmitted vibration shall be measured with a seismograph or a complement of instruments capable of recording vibration displacement, particle velocity, or acceleration and frequency simultaneously in 3 mutually perpendicular directions.

(H) Warehousing is permitted only as a secondary use in the following circumstances:

- (1) For the storage and regional wholesale distribution of products manufactured in the CI District;
- (2) For products used in testing, design, technical training or experimental product research and development in the CI District; and/or
- (3) In conjunction with permitted office-commercial uses in the CI District.
- (4) The secondary use status of warehousing is typically determined by a square footage standard which is less than 50 percent of the gross floor area of the primary use. In the CI District, the number of employees at the time of occupancy may also be used to determine secondary use standards status. In this case, the primary use must have 20 or more employees and the

warehousing use must have fewer employees than the primary use. If the employee standard is met, the warehousing use may have more square footage than the primary use.

3.2.435. CI District— Monitoring Uses.

- (A) CI District uses shall be monitored by implementing a Pre-certification process. The purpose of Pre-certification is to determine whether a proposed use is, in fact, a permitted use within the CI District. Pre-certification applies to all new uses and any change of use in the CI District.
- (B) The Director shall review the proposed use prior to the submittal of a development application or in some cases, a building permit. The Director shall consider both the permitted uses and the operational performance standards specified in SDC 3.2.415 and SDC 3.2.425. If the Director does not approve the Pre-certification, the applicant may submit a request in writing to the Director to make a determination that the proposed use is similar to a permitted use. If the Director cannot make a determination that the proposed use is similar to a permitted use, the applicant may apply for an Interpretation as specified in SDC 5.11.100. After Pre-certification by the Director, the form will be kept on file in the Development and Public Works Department to be used for continued compliance with SDC 3.2.420.

3.2.440. CI District—Status of Existing Uses.

Unless existing uses are on the prohibited use list specified in SDC 3.2.420 after July 6, 2004, existing uses have status as specified below. The intent is that the existing uses do not become non-conforming uses.

- (A) Corporate headquarters that are located outside of a business park including, PacificSource, Symantec, and Holt International are permitted primary uses. If these uses own or have options on adjacent property for future expansion, they may expand without the need to be located within a business park.
- (B) Large-scale light industrial manufacturing buildings may be reused for permitted office/commercial uses as long as these uses do not exceed 50 percent of the gross floor area of the building. In addition, warehousing may occur as specified in SDC 3.2.420.

EXCEPTION: For SONY, reuse may include any permitted use in the CI District. If no large- or medium- scale light industrial manufacturing use is proposed, conversion to a business park is permitted. The SONY site may also use the excess facility capacity as a private utility to serve other properties in the vicinity.

- (C) Stand-alone day care centers that primarily serve CI District businesses are a permitted secondary use.
- (D) Permitted stand alone office/commercial uses outside of business parks are a permitted primary use.
- (E) Significant Goal 5 historic resources, including the Brabham farm, the Koppe farm, and the Rice farm, may continue as a residential use or as any permitted commercial use. Any external modifications to these structures shall be as specified in SDC 3.3.900.

3.2.445. CI District—Conceptual Development Plans and Master Plans.

A Conceptual Development Plan is required for all new CI Districts over 50 acres in size approved after July 6, 2004, unless a Site Plan or Master Plan is proposed for the entire CI District. A Master Plan may be submitted when phased developments exceeding 3 years in duration are proposed. A Master Plan shall comply with any applicable approved Conceptual Development Plan or upon approval of a Master Plan or Site Plan for the entire CI District, the Master Plan or Site Plan may supplant and take precedence over an approved Conceptual Development Plan. Master Plan approval for a CI District site shall be as specified in SDC 5.13.100.

3.2.450. CI District—Design Standards.

(A) Building Exteriors. In order to break up vast expansions of single element building elevations applicable to both length and height, building design shall include a combination of architectural elements and features, including, but not limited to: offsets, windows, entrances, and roof treatments.

- (1) Offsets. Offsets shall occur at a minimum of every 100 feet of lineal building wall by providing recesses or extensions with a minimum depth of 4 feet.

EXCEPTION: Variations in building wall materials, including, but not limited to: wood siding, brick, stucco, textured concrete block, tile, glass, stone, or other suitable materials may be used instead of offsets.

The Director, in consultation with the Building Official, may approve other suitable materials without the need for a Variance. Smooth-faced concrete panels or prefabricated steel panels may also be used as accents, but shall not dominate the building exterior. Exterior colors for buildings and fences shall be subdued or earth tones.

- (2) Windows. Ground floor windows are required for all office and commercial uses, including those office and commercial uses that are contained within light industrial manufacturing uses. Ground floor windows for the remainder of a light industrial building are optional. All elevations of office and commercial buildings abutting any street shall provide at least 50 percent of their length (e.g., a 100-footwide building façade shall have a total of at least 50 linear feet of windows) and at least 25 percent of the ground floor wall area as windows and/or doors that allow views into lobbies, merchandise displays, or work areas. On corner lots/parcels this provision applies to both elevations. Where upper story windows are proposed, either awnings, canopies, or other similar treatments shall be required for ground floor windows or variations in window materials, trim, paint or ornamentation may be used.

EXCEPTIONS:

- (a) A mural, that does not include any advertising, may be used to meet 50 percent of the ground floor window standard specified in subsection (A)(2), above. Murals are regulated under Section 8.234 of the Springfield Municipal Code, 1997.
- (b) Building elevations adjacent to alleys or vehicle accessways used primarily for servicing and deliveries are exempt from this standard.

- (3) Entrances. To the greatest extent practicable, all new buildings in the CI District shall be oriented toward both exterior and internal streets.
 - (a) The primary entrance to all buildings in the CI District shall be visible from the street; and
 - (b) A weather-protected area, including, but not limited to: awnings or canopies, at least 6 feet wide, shall be provided at all public entrances.

(4) Roof Treatments. The following roof treatments are required.

- (a) Sloped roofs and multiple roof elements shall be the primary methods for roof treatment. Variations within one architectural style; visible roof lines and roofs that project over the exterior wall of a building enough to cast a shadow on the ground and architectural methods used to conceal flat roof tops may also be used. Mansard style roofs shall not be permitted. If building wall offsets are used, offsets or breaks in roof elevation with a minimum of 3 feet or more in height may be used for every 100 feet of lineal building wall.
- (b) The architectural design of the building roof shall also incorporate features which screen all heating, ventilation and air conditioning units from adjacent R-1 and R-2 properties and the street. Mechanical equipment shall also be buffered so that noise emissions do not exceed the standards specified in SDC 3.2.425(G)(6). The City may require a noise study certified by a licensed acoustical engineer for compliance verification.

(B) Landscaping. The following landscaping standards are in addition to standards specified in SDC 4.4.105:

- (1) A minimum of 35 percent of each development area shall be landscaped open space.
- (2) Plants shall be sized to attain 90 percent coverage of required landscape areas excluding tree canopies), within 3 years of installation. Plantings of native species and plant communities shall achieve 90 percent coverage within 5 years of installation.
- (3) At least 10 percent of the interior of a parking lot having 20 or more parking spaces shall be landscaped. This standard is in addition to any landscaping setbacks required in SDC 3.2.420.
- (4) Natural assets identified in the Gateway Refinement Plan, any other applicable refinement plan or elsewhere in this code shall be included in the site design and protected. Where protection of these natural assets prevents the development of the site consistent with this code, the functional equivalent of the natural assets may be substituted as may be allowed by the City.
- (5) Vegetation within a structural stormwater control that complies with SDC 4.3.110 may be counted toward the minimum landscaping requirements of this section.

(C) Screening. Screening shall be as specified in SDC 4.4.110. In addition, truck parking for vehicles necessary for the operation of the facility shall be screened by a masonry or concrete wall that is an extension of the building and complements the façade of the building.

The wall shall have a minimum height of 8 feet. The wall shall totally conceal trucks from public view and shall meet the setback requirement specified in SDC 3.2.420.

EXCEPTION: The Director may consider proposed truck parking that is enclosed by buildings and complies with SDC 4.6.125.

(D) Pedestrian Walkways and River Access.

- (1) Walkways From a Sidewalk to Building Entrances. A continuous pedestrian walkway shall be provided from the primary frontage sidewalk for pedestrians to access building entrances.
- (2) Walkways From Parking Lots to Building Entrances. Internal pedestrian walkways shall be developed for persons who need access to the buildings from the parking lots. The walkways shall be located within the parking lots and designed to provide access from the parking lots to the entrances of the buildings. The walkways shall be distinguished from the parking and driving areas by use of any of the following material: special pavers, brick, raised elevation, scored concrete or other materials as approved by the Director.
- (3) In the Gateway CI District, access to the McKenzie River, both for pedestrians and bicycles, shall be addressed in the site design, where specified in the applicable refinement plan or ~~{TransPlan}~~ the Springfield Transportation System Plan.

(E) Transit Stations and Stops. When required, transit stations and stops shall conform to the standards of the Lane Transit District.

3.2.455. Business/ Industrial Parks.

- (A) Development plans submitted as part of a Business/Industrial Park Site Plan Review application shall be prepared by a design team comprised of a project architect, engineer, and landscape architect, 1 of whom shall serve as the project coordinator. The design team shall certify that building, elevation, site, and landscape plans submitted in connection with the Site Plan Review application comply with the on-site design standards specified in SDC 3.2.450 and any other applicable CI District provisions.
- (B) Subdivisions in the LMI District shall conform to Industrial Park standards.
- (1) Development plans submitted as part of an Industrial Park Site Plan Review application shall be prepared by a design team comprised of a project architect, engineer, and landscape architect, 1 of whom shall serve as coordinator. The design team shall certify that building, site, and landscape plans submitted in connection with the Site Plan Review and Building Permit applications comply with applicable SDC provisions and conditions of approval.
 - (2) Buildings and uses within an Industrial Park shall be approved as specified in the criteria specified below:
 - (a) The proposed development is of general design character, (including, but not limited to: anticipated building design, type, location, setback, bulk, height, signage, and distribution of landscaped area, parking, streets and access) which will not create problems for the appropriate development of neighboring properties.

- (b) The proposed development will create an attractive, safe, efficient, and stable internal environment.
- (C) Proposed buildings, streets and other uses will be designed and sited to ensure preservation of significant on- site vegetation, topographic features, and other unique or worthwhile natural features, and to prevent soil erosion or flood hazard.

6.1.100 DEFINITIONS

6.1.110. Meaning of Specific Words and Terms.

Business Park. A development on ~~{1}~~ one or more lots/parcels under common ownership ~~{with 2 or more separate buildings to accommodate light industrial uses, including, but not limited to, office research and development, manufacturing, assembly, warehousing and distribution, large administrative headquarters, and other professional and administrative uses. Light industrial uses permitted within the business park}~~ with uses that qualify under SDC 3.2.415(J) and that have no significant potential for major pollution, adverse visual impacts, or nuisance or hazard factors; and are planned, designed, constructed and managed on an integrated and coordinated basis with special attention given to on-site vehicular and pedestrian circulation, off-street parking, utility needs, building design and orientation and open space, landscaping, noise control, outdoor storage and other site improvements as may be required by this code.

Exhibit B

Staff Report and Findings Springfield City Council and Lane County Board of Commissioners Type 4 Amendment to the Springfield Development Code Text

Meeting Date: February 5, 2025

File Number: 811-24-000215-TYP4

Applicant: Hawes Investments, LLC

Request

The City of Springfield has received an application for a text amendment to the Springfield Development Code (SDC). Recent years have seen a spate of Development Code text amendments primarily in response to changes in state law and housing mandates, Council initiatives, and an evolving regulatory environment. Although it is unusual to receive this type of request from the public, in accordance with SDC 5.6.105(B) proposals for amending the Development Code text may be initiated by a citizen (or in this case, a property owner). In accordance with SDC 5.1.605 and 5.6.110, text amendments to the Development Code are processed as a Type 4 legislative plan amendment requiring public hearings before the Springfield Planning Commission and City Council. The proposed text amendments apply to the entire Campus Industrial district, which includes both incorporated and unincorporated properties, and therefore requires co-adoption with Lane County in accordance with SDC 5.6.115(B).

The proposed Development Code text amendments specifically affect the Campus Industrial (CI) District. The proposed amendments are intended to clarify and expand upon the allowable uses in Business Parks within the CI District by allowing for medical offices and other offices that serve the public and clarify the operational performance standards for Business Parks within the CI District. In response to staff's suggestions, the applicant is proposing to make "surgical" text amendments to the Development Code to address evolving economic conditions while still addressing potential future implications of these changes.

The application was submitted and deemed complete on September 9, 2024 and the Springfield Planning Commission public hearing on the proposed Development Code text amendments was opened on November 5, 2024. The Planning Commission continued the public hearing to the regular meeting on November 19, 2024 at which time the public hearing was closed and the matter tabled until the December 3, 2024 regular meeting. The applicant revised and resubmitted the proposed Development Code amendments on November 19 following the public hearing meeting on November 5; this version is included in the Summary of Public and Applicant Testimony (Attachment 2). Staff has prepared a final legislative version of the requested Development Code text amendments based substantially on the applicant's November 19 submittal and in response to public testimony and feedback from the Planning Commission (Attachment 1 Exhibit A). The revisions incorporated into the final recommendation include removing the 40% maximum acreage attributed to Business Parks; clarifying that Business Park primary uses require a transparent public process (i.e. Site Plan Review) for review and approval; that medical clinics and offices serving the public can be approved as primary uses in approved Business Parks; and that medical clinics cannot provide urgent or emergency care.

Background

The applicant owns property at 400 International Way, which was approved and developed as a business park in 2008. Originally constructed as a corporate headquarters office, the existing three-story building comprises approximately 82,700 ft² of leasable space. Economic conditions have changed significantly since the Covid pandemic which has resulted in reduced demand for corporate office space. However, there

are still public agencies and specialized professions that are seeking high quality office space, especially in conjunction with nearby health care facilities.

The applicant proposes to amend the Development Code provisions for offices within business parks, which allows for a wider diversity of tenancies within the existing building. It also clarifies the types of offices that are allowable within the CI District. Because the proposed amendments would affect all existing and future business parks within the CI District it is not considered a site-specific amendment.

Notification and Written Comments

In accordance with the Oregon Administrative Rules (OARs) 660-018-0020, prior to adopting a change to an acknowledged comprehensive plan or land use regulation, local governments are required to notify the state Department of Land Conservation and Development (DLCD) at least 35 days prior to the first evidentiary hearing. A Notice of Proposed Amendment was transmitted to the DLCD on September 26, 2024, which is 40 days prior to the initial public hearing on the matter.

In accordance with SDC 5.1.615, Type 4 land use decisions that amend a comprehensive plan or land use regulations require notice in a newspaper of general circulation. Because the proposed Development Code text amendments are not site-specific a notice posted on site was not required.

Consistent with the requirements of SDC 5.1.615, notification of the November 5, 2024 Planning Commission public hearing was published in *The Chronicle* newspaper on October 24, 2024. Staff also posted notices of the November 5, 2024 Planning Commission public hearing at the following locations: on the Public Notices board in the lobby of Springfield City Hall; on the Development & Public Works office digital display; and on the City's webpage. The posted notices meet the requirements of SDC 5.1.615. A second round of notifications will be issued for the joint public hearing before the City Council and Lane County Board of Commissioners to be scheduled in Spring 2025.

Written testimony was received from G Group LLC and Richardson Sports on November 5, 2024 and summarized in verbal presentations by representatives of Richardson Sports at the public hearing meeting. The applicant submitted testimony and a revised proposal on November 15 in response to the November 5 public hearing testimony and following a private meeting between representatives of the applicant and the respondents (G Group LLC and Richardson Sports). In response to the applicant's revised proposal, additional written testimony was received on November 18, 2024 from Hathaway Larson on behalf of G Group LLC and from Michael Gelardi Law on behalf of Richardson Sports. Ardel Wicks and Michael Gelardi representing Richardson Sports also provided verbal testimony at the November 19 Planning Commission meeting. In their November 18 written testimony, both respondents submitted proposed additional textual changes to the revised Development Code amendments provided by the applicant on November 15.

The testimony provided by G Group LLC and Richardson Sports are similar in nature based on the concerns expressed with the proposed Development Code text amendments. The respondents allege procedural errors with the public hearing process including a lack of notification to adjacent property owners and other potentially affected properties within the Campus Industrial district; incompatibility with the City's Comprehensive Plan; a lack of Goal 11 and 12 analysis; text amendments that are "overly broad and ambiguous"; and why alternative options such as rezoning of the site weren't explored. During the public hearing, the applicant, respondents and Planning Commissioners also questioned how much land was zoned for Campus Industrial and how much of the land base remained as potential development or redevelopment sites. Staff responded to the alternative rezoning option at the public hearing meeting on November 19 and an overview of the Campus Industrial land base is provided below. The issues raised and associated responses are outlined herein.

Public Hearing Process: Respondents allege that the proposed Development Code text amendments require a joint hearing before the Lane County and City Planning Commissions because the amendments are a regulatory change that potentially affects properties both inside and outside the City limits. Respondents argue that provisions of the *Metro Plan* require this joint hearing process with Lane County. It is important to note that this proposed Development Code text amendment is not an amendment to an adopted comprehensive plan or refinement plan and therefore citations from the *Metro Plan* are not applicable to this process. For changes to a land use regulation (such as the Development Code) that applies to land outside the City limits a joint public hearing with the Lane County Planning Commission *could* be held if the County so desires. Article IV, Section 3 of the *Urban Transition Agreement* with Lane County (1986) specifies that Lane County shall “transfer to the Springfield Planning Commission the legislative land use authority for the urbanizable portion of the Springfield Urban Growth Boundry (sic) currently exercised by the Lane County Planning Commission.” The City of Springfield has adopted language in SDC 5.1.625(A) stating that “a Type 4 legislative change to land use regulations that apply entirely or partially outside city limits must be reviewed by the Planning Commission, and Lane County Planning Commission at Lane County’s discretion, prior to action being taken jointly by the City Council and Lane County Board of Commissioners” [emphasis added]. On September 23, 2024 the City of Springfield initiated a request to Lane County for a joint Planning Commission public hearing. The request was politely declined, with the County citing provisions of Article IV, Section 3 of the Urban Transition Agreement. For the aforementioned reasons, the City will not revisit the issue and the recommendation of the Springfield Planning Commission will be brought to the City Council and Lane County Board of Commissioners for joint adoption at a future public hearing. The respondents’ argument that the proposal must be first brought to the joint Lane County and City of Springfield Planning Commissions for a public hearing is therefore found to not apply in this context.

Compatibility with Comprehensive Plan: The staff report contains an overview of the proposal’s consistency with the adopted Springfield Comprehensive Plan. Respondents allege that the proposed text amendments are “so broad they arguably could convert the CI zone into a general commercial or medical zone.” Staff finds that this is an exaggeration of the proposed text amendments because the proposed amendments are surgical in nature and apply exclusively to business parks and activities that are ***already allowed as secondary uses within the district*** [emphasis added]. The proposed changes allow for any existing, secondary uses to also serve the public in addition to internal customers (e.g. employees). Secondary uses are limited by overall floor area and cannot exist without an approved primary use. Therefore, because a primary use must first exist – in an approved Business Park environment – before any secondary use(s) can be considered, the CI district will not devolve into a general commercial or medical district that is comprised only of secondary uses as forecast by the respondents. Finally, there are no provisions of the City’s adopted Comprehensive Plan that preclude textual changes to the Development Code or amendments that clarify and expand the range of allowable uses in a zoning district. The respondents’ argument that the proposal is incompatible with the Springfield Comprehensive Plan is found to have no merit.

Goal 11 and 12 Analysis: The applicant has prepared a Goal 12 analysis that is contained in the application materials and summarized in subsection A.3 of this report. Respondents stated that they didn’t have time to fully review the materials, so the Planning Commission continued the public hearing to November 19 to provide two more weeks for respondents to fully evaluate the application and supporting documents. The Goal 12 analysis is specific to the applicant’s property and does not encompass other developed or undeveloped sites in the Campus Industrial district because future uses on these properties and the associated traffic impacts are highly variable and purely speculative at this point. The City’s Transportation Planning Engineer has reviewed the findings and conclusions of the report and agrees with the content. Staff finds that it is not warranted to revisit the Goal 12 analysis.

Regarding Goal 11 compatibility (which is the provision of adequate public facilities and services), the primary point of analysis is at the time of initial property annexation. Sites that are outside the current City limits but within the Urban Growth Boundary must demonstrate that urban utilities and services can be provided in an orderly and efficient fashion. The City and utility providers anticipate a 20-year development horizon for the Campus Industrial district in sizing facilities and infrastructure to serve this area of Springfield. Once urban development is initiated on a property, the developer must demonstrate through land use and building permitting, the physical construction of improvements, and installation of connections to urban utilities and services that these Goal 11 requirements have been met. Changes to building tenancies and allowable secondary uses do not typically change the serviceability of these properties to be adequately provided with the full suite of urban services and utilities, including police and emergency response. Major changes to on-site uses or wholesale site redevelopment requires review by the City and service providers to ensure the existing facilities are adequate to meet the needs of the new use. Because the proposed text amendments do not appreciably change the types or impacts of allowable uses in Business Parks from what is currently allowed, and urban services and utilities already serve the Campus Industrial district, there is no extensive Goal 11 analysis required for this proposal. The respondents' argument that the proposal requires additional Goal 11 and 12 analysis is found to have no merit.

Site-Specific Rezoning Option: The respondents stated that the proposed text amendments could “turn the [Campus Industrial] zone into a general commercial or medical zone.” Additionally, the respondents questioned why the applicant didn't propose to redesignate and rezone the property to commercial or medical zoning. The applicant did, in fact, submit applications to redesignate and rezone the site to Community Commercial pursuant to Cases 811-24-000162-TYP4 and 811-24-000163-TYP3. Redesignating and rezoning the site to a medical services use would significantly narrow the range of allowable uses and tenancies and serve to eliminate all non-medical uses from the existing Business Park such as corporate headquarters and professional offices. This is not desired by the applicant because they do not wish to convert the Business Park exclusively to medical uses. Redesignating and rezoning the site to Community Commercial would have the immediate effect of creating a “general commercial” site embedded within the Campus Industrial district – an outcome already identified as concerning by the respondents in their testimony. Community Commercial zoning allows for a wide range of non-compatible and automobile-centric uses including drive-through restaurants and coffee kiosks; vehicle service centers, sales lots and fueling stations; mini-storage facilities; retail stores; and big box stores. Low-intensity commercial uses are typically not “target industries” or major employers offering family wage jobs. As stated by the applicant in their rebuttal testimony (Attachment 2), Community Commercial zoning has much different and reduced building and landscaping setbacks, fewer facilities to enhance the pedestrian experience and fewer restrictions on fencing, signage and parking. Redesignation and rezoning of the site to a Community Commercial district is also contrary to the provisions of the City's adopted Comprehensive Plan and would require new Goal 11 and 12 analyses because the types, varieties and intensities of potential uses in the Community Commercial district are considerably different than those in the Campus Industrial district. Moreover, rezoning the property to Community Commercial is contrary to Policy E.1 of the *Springfield Comprehensive Plan - Economic Element* and may require a new or amended Economic Opportunities Analysis that accounts for changes to the size and availability of Campus Industrial employment sites to meet the City's needs over the planning horizon. Because of these conflicting impacts, the City does not support redesignating and rezoning the subject property to a commercial district. Therefore, the suggestion by the respondents to pursue rezoning the site to a commercial zone is not supported by the City's adopted Comprehensive Plan or staff.

Availability of Campus Industrial District Zoned Land: In the applicant's initial submittal and during the Planning Commission public hearing process there was discussion about re-enacting a 40% acreage limit on business parks within the Campus Industrial District. This language had been included in earlier versions of

the City’s Development Code but was removed when comprehensive Development Code amendments were adopted in 2022 with Ordinance 6443. The applicant proposed to reinstate the 40% acreage limit as a measure to limit the proliferation of Business Parks thereby ensuring sites would be available for other primary uses, including target industries. However, based on testimony from the respondents, the applicant removed the 40% acreage limitation language (originally drafted as SDC 3.2.410(J)(5)) in the latest iteration of the proposed Development Code text amendments. The issue regarding acreage limitations and maintaining a tabulation of sites attributed to Business Parks did illuminate a statistic that neither staff nor the applicant could quickly answer: about how much developable land remains within the Campus Industrial District? To address this question, following the November 19 public hearing meeting City staff examined the entire assembly of properties with CI zoning in Springfield. The properties were then loosely categorized based on whether they were fully or mostly developed; partially developed or developed with existing, non-conforming uses; or vacant. Using these general parameters, staff determined the following:

Status of Campus Industrial Property	Acreage
Developed Campus Industrial Sites	~153.22 acres
Partially Developed/Underdeveloped or Contain Existing Non-Conforming Uses (e.g. Residential Dwellings) in Campus Industrial District	~6.84 acres
Vacant Campus Industrial Sites	~116.21 acres
<i>Total Campus Industrial Zoned Land</i>	<i>~276.27 acres</i>

Based on the simplistic acreage calculations above, about 55% of the overall Campus Industrial acreage has been developed and 45% remains vacant or underdeveloped. There are some other basic assumptions made here: the acreage calculations assume that no “developed” sites will become more intensively developed (such as converting existing buildings, parking lots or landscaped areas to new buildings), and that all partially developed or non-conforming sites will eventually annex and convert to Campus Industrial uses. It is also important to note that a significant amount of the vacant acreage is encumbered by the McKenzie River floodway (approximately 74 acres), so the net acreage (about 42.21 acres) is much less than the 116.21 gross acres contained within the zoning boundary. Assuming that no development can occur within the mapped floodway, about 75.8% of the Campus Industrial zoned property has been developed and about 24.2% of the remaining, non-floodway property is vacant or underdeveloped.

About 15.05 acres of land can be attributed to existing Business Parks, including the applicant’s property (7.05 acres) and the McKenzie Gateway Business Park (8.0 acres, including a vacant ~2.83-acre portion). Based on these calculations, even if all remaining vacant and underdeveloped Campus Industrial zoned land was developed with Business Parks, the total acreage of existing and hypothetical Business Parks would be approximately 64.1 acres or 31.7% of the total developable acreage in the Campus Industrial District. This theoretical outcome (however unlikely in reality) does not approach the 40% acreage limitation originally proposed by the applicant nor would it equate with a widespread proliferation of Business Parks identified as a significant concern by the respondents in their testimony. For this reason, the respondents’ suggestion that the proposed Development Code text amendments will cause the Campus Industrial District to be populated primarily with medical clinic uses (necessarily in Business Parks) is not supported by the evidence.

Criteria of Approval

SDC 5.6.115 contains the criteria of approval for the decision maker to utilize during review of *Springfield Development Code* amendments. The Criteria of approval are:

5.6.115 Criteria.

- (A) *In reaching a decision on the adoption or amendment of refinement plans and this code's text, the City Council shall adopt findings that demonstrate conformance to the following:*
- (1) *The Metro Plan and Springfield Comprehensive Plan;*
 - (2) *Applicable State statutes; and*
 - (3) *Applicable State-wide Planning Goals and Administrative Rules.*
- (B) *Applications specified in SDC 5.6.105 may require co-adoption by the Lane County Board of Commissioners.*
- (1) Conformance to the Metro Plan and Springfield Comprehensive Plan**

Applicant's Findings: *"The Code amendments do not conflict with the Metro Plan; the Code amendments conform to the Springfield 2030 Comprehensive Plan including the policies listed below:*

Policy E.3 Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout Springfield and its Urban Growth Boundary that are designated for employment use are preserved for future employment needs and are not subdivided or used for nonemployment uses.

Responding to changes in economic conditions, the Code amendments will promote development and employment uses in Business Parks. The Code amendments will facilitate stable, economically viable occupancy of Business Parks, and preserve future employment needs. The Code amendments will not result in the subdivision of a lot or a shift to non-employment uses.

Policy E.6 Facilitate short term and long term redevelopment activity and increased efficiency of land use through the urban renewal program, updates to refinement plans and the development review process.

The Code amendments will facilitate efficient land use by clarifying and expanding the permitted uses in Business Parks. The Code amendments will also modernize and add flexibility as was intended with the 2022 SDC updates by allowing medical clinics and other uses that may primarily serve the public. The Code amendments will help to identify and attract potential tenants thereby stimulating better use of existing buildings and strengthening the economic vitality of Business Parks.

Policy E.7 Where possible, concentrate development on sites with existing infrastructure or on sites where infrastructure can be provided relatively easily and at a comparatively low cost.

The Code amendments encourage the economic vitality of Business Parks located inside the City limits on sites developed with existing infrastructure for public facilities and services. The Code amendments are not site specific and do not require a change in infrastructure.

Policy E.16 Consider the economic opportunities provided by transportation corridors and seek to maximize economic uses in corridors that provide the most optimal locations and best exposure for existing and future commercial and industrial uses.

The Code amendments will clarify and expand uses permitted in Business Parks. The Gateway Campus Industrial area is served by multiple transportation corridors. Approval of the Code amendments will enable optimal use of the existing Business Parks and stimulate an increase in the number of employees on-site. The allowance of more commercial uses, and those serving the public, will increase the level of activity in Business Parks with an expected increase in ridership on the EmX and use of bike routes.

Policy E.28 Increase the potential for employment in the regional industry clusters, including: Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), Local Food and Beverage Production and Distribution, Specialty Agriculture, Wood & Forest Products, and Transportation Equipment.

The Code amendments will facilitate new businesses in regional industry clusters including Health Care and Information Technology. The Code amendments will allow medical clinics in proximity to other health care industries. The Code amendments will modernize and allow flexibility as was intended in the 2022 SDC updates.

Policy E.40 Provide the services, infrastructure, and land needed to attract the identified industry clusters, especially where they can increase economic connectivity among businesses.

The Code amendments will stimulate economic connectivity among businesses in Business Parks. The Code amendments will allow uses in identified industry clusters that serve the public. The Code amendments will not have any adverse impacts on services, infrastructure, or land available for the identified industry clusters.

Gateway Refinement Plan

The Code amendments address Business Parks in the Campus Industrial District. All land in the City of Springfield zoned CI is in the boundary of the Gateway Refinement Plan and shown on the land use diagram as part of the McKenzie-Gateway Special Light Industrial site.

Below are Findings applicable to Gateway Refinement Plan policies:

8.0 Provide for an efficient and flexible transportation system for the McKenzie-Gateway SLI Site.

Since the Gateway Refinement Plan was adopted in November 1992, public and private investments have funded significant capital improvements to the transportation system serving the McKenzie-Gateway SLI Site.

The Code amendments will not have an adverse impact on the transportation system. The Code amendments will allow a different range of uses in Business Parks that will increase potential transit ridership on the EmX and use of bike routes.

10.0 Mitigate impacts of incremental (SLI) development on existing on-site (non-SLI) uses occupying the McKenzie-Gateway SLI Site.

Policy 10.0 recognizes that full development of the McKenzie-Gateway SLI Site will likely occur incrementally. Due to national and local economic trends, especially the decreased demand for large corporate office space, the existing zoning constraints create barriers to recruit and attract tenants. The zoning constraints jeopardize the financial viability of Business Parks and could have negative impacts on sustaining the attractive, campus-like settings. The impetus for the Code amendments is primarily to clarify and expand permitted uses in Business Parks and to respond to the decreased occupancy rates and the inherent limits of the CI zoning. Refer also to Part II above [Note: see Exhibit C] regarding changes in economic conditions and the impetus for the Code amendments. The Code amendments do not propose any specific development. Any future development will be required to comply with SDC standards including requirements for landscaping, building setbacks, parking, etc. through the site plan review process.

11.0 Ensure that development plans adequately consider the site's natural landscape features and amenities, and provide for the development needs of future developers.

The Code amendments will not change any development standards, such as landscape requirements for parking areas and stormwater management.

13.0 Ensure adequate storm drainage management planning emphasizing the minimization of negative impacts on water quality and quantity resulting from McKenzie-Gateway SLI Site development.

The Code amendments do not contain any proposed development. Any future development will require compliance with City, state and federal water quality standards and storm drainage. The Hawes Business Park was approved with conditions addressing stormwater and water quality."

Finding 1: The proposal is consistent with objectives of the adopted *Land Use Element* of the *Springfield Comprehensive Plan* where the Campus Industrial plan designation is described as follows: "The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities (e.g, manufacturing, storage of materials) of such firms must be obscured from public view and have external impacts less than or equal to office uses, such as noise, pollution, and vibration. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be made for small and medium scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis." This plan designation is implemented through the Campus Industrial zoning district and the associated regulations found in SDC 3.2.400.

Finding 2: The proposal is consistent with policies and implementation strategies of the adopted *Economic Element* of the *Springfield Comprehensive Plan*. Policy E.4 states: "Expand industrial site opportunities by evaluating and rezoning commercial, residential, and industrial land for the best economic return for the community through the process of City refinement planning, review of owner-initiated land use proposals, expanding the urban growth boundary, and other means." The proposed Development Code text amendments are being initiated by an industrial property owner in response to changes in economic conditions.

Finding 3: Implementation Strategy 4.1 of the *Economic Element* states: “Conduct a comprehensive review of Springfield’s industrial and commercial land use plan designations and zoning districts (SDC 3.2-305 and 3.2-405) and schedule of use categories (SDC 3.2-310 and 3.2-410) to identify potential updates that may be better aligned with the land, real estate and development requirements of modern industry and commerce to ensure that Springfield has sites and conditions favorable for industry and commerce to operate efficiently.” The proposed Development Code text amendments aim to accomplish exactly what is described in this Implementation Strategy by updating the scheduled of use categories in the Campus Industrial zoning district. As described in the applicant’s narrative, the updates are in response to a changing real estate and office tenancy climate in Campus Industrial business parks.

Finding 4: Implementation Strategy 4.2 of the *Economic Element* states: “Update the Development Code to create more zoning flexibility for developing industrial or business parks to support clustering of related or complementary businesses.” The proposed Development Code text amendments would increase zoning flexibility for uses and activities that are currently allowed in Campus Industrial business parks by allowing the uses to also serve the public. The proposed amendments also contribute to clustering the related and complementary businesses exclusively in approved Business Parks in the CI District. Allowing for greater flexibility in allowable uses and their operational characteristics will help to maintain viability of existing and future Campus Industrial Business Parks.

Finding 5: The proposed Development Code text amendments allow for any existing, secondary uses to also serve the public in addition to internal customers (e.g. employees). Secondary uses are limited by overall floor area and cannot exist without an approved primary use. Therefore, because a primary use must first exist – in an approved Business Park environment – before any secondary use(s) can be considered, the CI district will not devolve into a general commercial or medical district that is comprised only of secondary uses. Additionally, there are no provisions of the City’s adopted Comprehensive Plan that preclude textual changes to the Development Code including amendments that clarify and expand the range of allowable uses in a zoning district.

Finding 6: The applicant is proposing to expand the list of allowable office uses within business parks in the Campus Industrial District. Although the proposed text amendments currently affect two existing business parks in the Campus Industrial District, the provisions would also apply to any future business parks and are therefore not a site-specific amendment.

Finding 7: The applicant’s submitted narrative (Exhibit C) and findings above are incorporated herein as findings and conclusions in this staff report. The proposal conforms with the adopted Metro Plan and Springfield Comprehensive Plan. Therefore, this criterion is met.

(2) Conformance to Applicable State statutes; and

Applicant’s Finding: “*The Code amendments are narrow in scope and do not have any apparent conflicts with applicable State statutes.*”

Finding 8: The proposed Development Code text amendments do not appear to conflict with any State statutes. Therefore, this criterion is met.

(3) **Conformance to Applicable State-wide Planning Goals and Administrative Rules.**

Finding 9: Of the 19 statewide planning goals, 13 are “urban” goals that may be applicable to comprehensive plan map amendments in the city; however, it is the proposal and its effect on the purpose of these goals that will determine whether or not the proposed amendment is “consistent with” the applicable goals. The goals that are to be evaluated are: Goal 1 – Citizen Involvement; Goal 2 – Land Use Planning; Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 6 – Air, Water and Land Resources Quality; Goal 7 – Areas Subject to Natural Hazards; Goal 8 – Recreational Needs; Goal 9 – Economic Development; Goal 10 – Housing; Goal 11 – Public Facilities and Services; Goal 12 – Transportation; Goal 13 – Energy Conservation; Goal 14 – Urbanization; and Goal 15 – Willamette River Greenway. All of the statewide goals are listed below; the narrative that accompanies each is more expositive when the discussion applies to one of the 13 goals identified above.

Goal 1 – Citizen Involvement

Applicant’s Findings: *“The Findings of Facts below demonstrate the Code amendments are consistent with applicable Statewide Planning Goals and Administrative Rules. The following applicable state-wide planning goal statements have been summarized. The Oregon Land Conservation and Development Commission Goals and Guidelines are incorporated herein by reference, except as noted.*

GOAL 1: Citizen Involvement - To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The City of Springfield has a citizen involvement program that is acknowledged by the State as being in compliance with Goal 1. Citizens are provided the opportunity to be involved in all phases of the planning process. The proposal does not include any changes to the City’s citizen involvement program. The requirements under Goal 1 are met by adherence to the City’s provisions for citizen involvement as implemented by the Springfield Development Code (SDC).”

Finding 10: Goal 1 – Citizen Involvement calls for “the opportunity for citizens to be involved in all phases of the planning process.” The proposed property owner-initiated amendment to the adopted *Springfield Development Code* is subject to the City’s acknowledged legislative plan amendment process which is a Type 4 land use action under SDC 5.1.600. The applicable Code sections include SDC 5.1.600 – Type 4 Procedures, SDC 5.1.615 – Type 4 Notice and 5.6.100 Development Code Adoption or Amendment. SDC 5.1.610(A) requires a public hearing before the Springfield Planning Commission and a public hearing before the Springfield City Council, and includes specifications for the content, timing and method of public notice (see description following).

Finding 11: The Planning Commission public hearing to consider the proposed amendments was opened on November 5, 2024 and continued on the record to November 19, 2024 at 7:00 PM. The original public hearing date was advertised in the October 24, 2024 edition of the *Chronicle* newspaper. Additionally, staff posted notices of the scheduled public hearing on the City’s website, on the Public Notices board in the lobby of City Hall and on the digital display in the Development & Public Works office lobby. Because the proposed amendments are not site-specific, mailed and site posted notices were not provided for the public hearing.

Finding 12: At the time the meeting agenda, Agenda Item Summary (AIS), covering staff report and supporting documents were posted on the Springfield Planning Commission website (<http://springfielddoregonspeaks.org>) in the week prior to the November 5, 2024 meeting, the public was invited to provide comments by email or through the Planning Commission webpage. Additional information was also provided to the public for how to attend the public hearing meeting via online meeting platform or by phone. A summary of the submitted public and applicant testimony is provided as Attachment 2.

Finding 13: The recommendations of the Planning Commission to the Springfield City Council and Lane County Board of Commissioners will be included with the covering Agenda Item Summary (AIS) for consideration at a joint public hearing with the Lane County Board of Commissioners that will be scheduled in early 2025. Because of the delay between the two scheduled public hearing meetings, staff will be completing another round of public notice in early 2025 for the joint City Council and Lane County Board of Commissioners public hearing. The notice for this proposed Development Code text amendment complies with SDC 5.1.615 and is consistent with Goal 1 requirements.

Goal 2 – Land Use Planning

Applicant's Findings:

“GOAL 2: Land Use Planning - To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Goal 2 requires local plans and regulatory measures to be consistent with statewide goals and requires land use decisions be supported by an adequate factual basis. Goal 2 also requires that comprehensive plan amendments be adopted after a public hearing by the governing body that provides citizens an opportunity to comment on the proposed amendment. Goal 2 establishes a land use planning process and policy framework as a basis for all land use decisions and requires the development of an adequate factual base to support these decisions. A minor change is one that does not have significant effect beyond its immediate area and is based on special studies or information. The SDC implements Goal 2 by providing state-acknowledged procedures and criteria governing land use decisions. This Code amendment will be considered by the Planning Commission and City Council following two public hearings. This application is being processed in compliance with the requirements of SDC and thus complies with Goal 2.”

Finding 14: Goal 2 – Land Use Planning outlines the basic procedures for Oregon’s statewide planning program. In accordance with Goal 2, land use decisions are to be made in accordance with a comprehensive plan, and jurisdictions are to adopt suitable implementation ordinances that put the plan’s policies into force and effect. Consistent with the City’s coordination responsibilities and obligations to provide affected local agencies with an opportunity to comment, the City sent a copy of the application submittals to the following agencies: Willamalane Park & Recreation District; Springfield Utility Board (water, groundwater protection, electricity and energy conservation); Lane 911; United States Postal Service; Northwest Natural Gas; Emerald People’s Utility District; Rainbow Water District; Eugene Water and Electric Board – Water and Electric Departments; Springfield School District #19 Maintenance, Safe Routes to School and Financial Services; Lane County Transportation, County Sanitarian; Lane Regional Air Pollution Authority; Comcast Cable;

CenturyLink; Lane Transit District; and ODOT Planning and Development, State Highway Division. Additionally, notice was provided electronically to DLCD on September 26, 2024.

Finding 15: The City's Development Code is the principal document for implementing land use planning policies, procedures and regulations in Springfield. As such, the City's Development Code is also a key mechanism used to implement the goals and policies of the City's adopted comprehensive plans including the *Springfield Comprehensive Plan*, *Metro Plan* and neighborhood-specific Refinement Plans. The public hearing process used for amendments to the Development Code is specified in SDC 5.6.100.

Finding 16: The proposed text amendments affect the Campus Industrial District, which is a plan designation and zoning that is applied within the City's Urban Growth Boundary. The CI District zoning and associated regulations therefore affect both incorporated and unincorporated properties within the North Gateway area of Springfield. Because it affects a land use district that is applied both inside and outside the City limits, the proposal is classified as a Type 4 amendment to the Springfield Development Code that is approved by Springfield and co-adopted by Lane County in accordance with SDC 5.1.625(C).

Finding 17: The proposed Development Code amendments are not site-specific and are therefore processed as a Type 4 legislative action as described in SDC 5.1.605. The process observed for the proposed Development Code text amendments is consistent with the policies pertaining to Development Code – Adoption or Amendment. Additionally, the proposed amendments have been initiated in accordance with the provisions of the City's acknowledged comprehensive plan and Development Code (SDC 5.6.105). Based on the above findings, the proposed Development Code text amendments are consistent with City ordinances, policies and procedures adopted to comply with Goal 2 requirements. Notice and coordination requirements "with those local governments, state and federal agencies and special districts which have programs, land ownerships, or responsibilities within the area" that includes this proposal have been provided consistent with Goal 2.

Goal 3 – Agricultural Lands

Applicant's Findings:

"GOAL 3: Agricultural Lands- To preserve and maintain agricultural lands.

The Code amendments only apply to property in the Springfield Urban Growth Boundary and do not affect any land designated for agricultural use. Goal 3 is not applicable."

Goal 4 – Forest Lands

Applicant's Findings:

"GOAL 4: Forest Lands - To conserve forest lands by maintaining the forest and base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

The Code amendments only apply to property in the Springfield Urban Growth Boundary and do not affect any land designated for forest use. Goal 4 is not applicable.”

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces

Applicant’s Findings:

“GOAL 5: Open Spaces, Scenic and Historic Areas, and Natural Resources - To protect natural resources and conserve scenic and historic areas and open spaces.

Goal 5 requires the conservation of open space and the protection of numerous natural, cultural, historic and scenic resources. The goal applies to the following resources: riparian corridors, water and riparian areas and fish habitat, wetlands, wildlife habitat, mineral and aggregate resources, energy sources, natural areas, scenic views and sites, open space, groundwater resources, wilderness areas, historic resources, cultural areas, Oregon recreational trails, federal wild and scenic waterways and state scenic waterways. OAR 660- 023-0010 and 0020 include definitions, standards and specific rules applicable to each Goal 5 resource inventoried for conservation under the Goal.

Goal 5 resources listed above have been appropriately considered by the City of Springfield in the Plan. The code amendment does not propose a change to the City’s list of Goal 5 resources or propose a change to any regulatory measures related to Goal 5. The proposed request will not allow uses that could be in conflict with a significant Goal 5 resource site. Goal 5 is not applicable.”

Finding 18: Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources applies to more than a dozen natural and cultural resources, such as wildlife habitats and wetlands, and establishes a process for each resource to be inventoried and evaluated. The proposed Development Code text amendments do not affect historic resources listed in the City’s Register of Historic Sites, natural resources listed in the City’s adopted Natural Resources Study, or any open space resource in the adopted 2023 Willamalane Park & Recreation District Comprehensive Plan. Therefore, Goal 5 is not applicable.

Goal 6 – Air, Water and Land Resources Quality

Applicant’s Findings:

“GOAL 6: Air, Water and Land Resource Quality - To maintain and improve the quality of the air, water and land resources of the state.

Goal 6 is generally implemented during the comprehensive planning process and local regulations. The City of Springfield’s Environmental Services Division (ESD) coordinates the City’s compliance with applicable state and federal environmental quality statutes. ESD manages multiple programs to maintain compliance with Goal 6 including: 1) Water Resources Programs, such as implementing the City’s National Pollutant Discharge Elimination System (NPDES) stormwater discharge permit, 2) Industrial Pretreatment Program such as administering the Pollution Management Practice programs, and 3) Wastewater & Stormwater Programs.

As Goal 6 pertains to site-specific development, it requires that adequate protective measures are taken to ensure the maintenance of air, water and land quality. This code amendment will encourage economically viable uses within a Business Park and does not contain any specific proposed

development. Any new development must comply with applicable local, state, and federal air and water quality standards. Business Parks are only specifically listed as permitted in the CI District and these areas are generally served by adequate water and sanitation facilities. The Code amendments clarify and expand permitted uses in Business Parks and do not produce or discharge any product or by-product that would degrade the quality of the air, water, and land resources. The proposed code amendment does not alter the City's acknowledged compliance with Goal 6."

Finding 19: Goal 6 – Air, Water and Land Resources Quality applies to local comprehensive plans and the implementation of measures consistent with state and Federal regulations on matters such as clean air, clean water, and preventing groundwater pollution. The proposed Development Code text amendment does not affect City ordinances, policies, plans, and studies adopted to comply with Goal 6 requirements. Therefore, this action does not alter the City's acknowledged compliance with Goal 6.

Goal 7 – Areas Subject to Natural Hazards

Applicant's Findings:

"GOAL 7: Areas Subject to Natural Disasters or Hazards - To protect people and property from natural hazards.

The Metro Plan and the SDC are acknowledged to be in compliance with all applicable statewide land use goals, including Goal 7. The City of Springfield has existing programs, policies, zoning overlays, and development standards to regulate development in areas subject to natural disasters and hazards. There is no development proposed with this code amendment. Goal 7 is not applicable."

Finding 20: Goal 7 – Areas Subject to Natural Hazards applies to development in areas such as floodplains and potential landslide areas. Local jurisdictions are required to apply "appropriate safeguards" when planning for development in hazard areas. The City has inventoried areas subject to natural hazards such as the McKenzie and Willamette River floodplains and potential landslide areas on steeply sloping hillsides. The Campus Industrial District in the north Gateway area of Springfield contains mapped 100-year flood hazard areas of the McKenzie River. Any future development or redevelopment affecting Campus Industrial sites will be subject to the provisions of the City's Floodplain Overlay District (SDC 3.3.400) and the Site Plan Review processes described in SDC 5.17.100.

Finding 21: The proposed Development Code text amendment has no effect on City ordinances, policies, plans, and studies adopted to comply with Goal 7 requirements and siting standards for development within hillside areas or the mapped flood hazard area of the McKenzie and Willamette Rivers. Therefore, this action has no effect on the City's acknowledged compliance with Goal 7.

Goal 8 – Recreational Needs

Applicant's Findings:

"GOAL 8: Recreational Needs - To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8 addresses the recreational needs of Oregon residents and visitors. Provisions of this goal are appropriately implemented by a legislative process as part of periodic review of the Plan. The City of Springfield evaluated projected population growth, changes in community demographics, and the recreational needs of citizens and visitors. In compliance with Goal 8, the Plan Diagram designates areas needed for Parks and Open Space.

The Code amendments will not affect the City's supply of land available for recreation areas or recreational facilities. The Code amendments will not have a direct impact on recreational needs and will continue to allow bicycle paths, pedestrian trails, and parks as allowed uses associated with Business Parks. Goal 8 is not applicable."

Finding 22: Goal 8 – Recreational Needs requires communities to evaluate their recreation areas and facilities and to develop plans to address current and projected demand. The provision of recreation services within Springfield is the responsibility of Willamalane Park & Recreation District. Willamalane has just adopted a new Comprehensive Plan for the provision of park, open space and recreation services for Springfield (2023 *Willamalane Comprehensive Plan*). The 2023 *Willamalane Comprehensive Plan* was co-adopted by the City of Springfield and Lane County. The *Willamalane Comprehensive Plan* provides current and updated information about the City's recreational needs under Goal 8. Because the proposed Development Code text amendments do not affect the *Willamalane Comprehensive Plan* specifically or recreational needs in general, Goal 8 is not applicable.

Goal 9 – Economic Development

Applicant's Findings:

"GOAL 9: Economy of the State - To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

The purpose of Goal 9 is to diversify and improve the economy of the State and is primarily applicable to commercial and industrial development. In 2007 the Oregon legislature adopted House Bill 3337 establishing land use planning requirements for the Eugene-Springfield Metro area. ORS 197.304 established a mandate that Springfield and Eugene separately determine the projected 20-year need for housing and establish separate Urban Growth Boundaries to meet housing needs. Although ORS 197.304 only required separate UGBs for housing, it was implicit that the two cities independently plan for other land use needs including employment growth, as defined by Goal 9. Pursuant to Goal 9, in 2010, Lane County and the cities of Springfield and Eugene approved the Regional Prosperity Economic Development Plan providing a framework to better align regional economic growth with the area's assets and values.

Given the complexity involved with addressing ORS 197.304, the City of Springfield chose to phase adoption of various amendments to the Plan. To address OAR 660-009-0015(1) and (4), the City of Springfield prepared an Economic Opportunities Analysis (EOA) to review 'the types and amounts of industrial and other employment uses likely to occur in the planning area.' The EOA identified Target Industries including 'Medical Services' and 'Professional and Technical Services' suitable for Business Parks. Existing city approved Business Parks are on developed sites that were not included on the City of Springfield inventory of vacant Commercial Industrial Buildable Land (CIBL). The CIBL also concluded there were not enough large vacant sites within the City of Springfield UGB to

accommodate the projected economic growth. Relevant City of Springfield economic development strategies include:

- Provide sites with a variety of site characteristics to meet both commercial and industrial economic opportunities, including sites that are available for relatively fast development. This includes large sites for major employers.*
- Support and assist existing businesses within Springfield by assessing what kind of assistance businesses need and developing programs to meet that need.*
- 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.*
- Maintain flexibility in planning through providing efficient planning services and developing planning policies to respond to the changing needs of businesses.*

On December 5, 2016, the City of Springfield adopted Ordinance No. 6361 amending the Springfield Urban Growth Boundary and adopting the Springfield 2030 Comprehensive Plan (2030 Plan) Economic and Urbanization Policy Elements. The 2030 Economic Element provides policy direction to address the community's commercial, industrial, and other employment development needs and supplants the Economic Element in the Metro Plan.

The Code amendments will increase the uses permitted in Business Parks while retaining existing standards requiring landscaping, pedestrian amenities, and other site features. The Code amendments will help meet a key economic goal to support the health care cluster. Since the existing Business Parks are located within a block of frequent transit service and are on a major bike route, the code amendment will also support City policies encouraging multi-modal transportation corridors. The Code amendments will implement the City goal to diversify the local economy and will respond to changing economic conditions described above in Part II [see application materials presented as Exhibit C]. The Code amendments will not have an adverse impact on the availability of suitable sites for a variety of economic activities. The Code amendments will provide the following economic benefits:

- 1. Provide more diverse uses supporting new employment opportunities that result in both direct and indirect benefits to the local economy.*
- 2. Strengthen City of Springfield target industries of "Medical Services" and Professional and Technical Services."*
- 3. Stimulate economic viability of the existing Business Parks.*

For further information regarding the Code amendments compliance with the City of Springfield 2030 Economic Element, please refer to the analysis above regarding SDC 5.6.115(A)(1)."

Finding 23: Under Goal 9 – Economic Development, the proposed legislative amendment must ensure that there is enough serviceable land within the Springfield UGB to meet the industrial and commercial site needs identified in the *Economic Element* and the City's acknowledged *Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis* (CIBL-EOA). The

CIBL identifies the City's needed sites for employment uses based on use categories and site size ranges, rather than by cumulative area needed within the UGB.

Finding 24: The proposed Development Code text amendments do not affect the City's inventory of buildable land but would provide enhanced opportunities for existing and future business parks within the Campus Industrial District. Additionally, the proposed text amendments target key industries that are gravitating to the north Gateway area due to the proximity of the Sacred Heart Medical Center at Riverbend and other employers.

Conclusion: The proposal does not have an impact on the City's CIBL and would have the effect of clarifying and expanding upon the allowable uses for business park offices in the CI District. Based on the above findings, this proposal is consistent with Goal 9.

Goal 10 - Housing

Applicant's Findings:

“GOAL 10: Housing - To provide for the housing needs of citizens of the state.

Goal 10 is intended to provide for the housing needs of the citizens of the State. The Code amendments do not impact the buildable land supply for housing. Goal 10 is not applicable.”

Finding 25: Goal 10 – Housing applies to the planning for – and provision of – needed housing types, including multi-family and manufactured housing. Goal 10 requires the City to evaluate and maintain a sufficient buildable land base for projected housing needs over the forecast period. The City monitors and updates the calculated acreage of residential buildable lands when redesignation and rezoning actions affect the net acreage attributed to Low-, Medium-, and High-Density Residential uses.

Finding 26: The proposed legislative amendment to the Development Code does not affect the City's inventory of residential land. Because there is an existing surplus of residential land in the City, the proposed Development Code text amendment does not have an effect on the City's Goal 10 compliance. Therefore, Goal 10 is not applicable.

Goal 11 – Public Facilities and Services

Applicant's Findings:

“GOAL 11: Public Facilities and Services - To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The Code amendments will not affect the City or other service providers' ability to provide public facilities and services.”

Finding 27: Goal 11 – Public Facilities and Services addresses the efficient planning and provision of public services such as sewer, water, law enforcement, and fire protection. In accordance with OAR 660-011-0005(5), public facilities include water, sewer and transportation facilities, but do not include buildings, structures or equipment incidental to the operation of those facilities. The proposed

Development Code text amendments cannot result in permitted uses that will have an adverse effect on the demand for public facilities and services provided to properties within the Campus Industrial District. The CI District area of Springfield is already planned for a variety of manufacturing, corporate headquarter, business park and research and development uses and the public facilities serving this area have been designed accordingly.

Finding 28: Goal 11 compatibility is typically determined at the time of initial property annexation. Sites that are outside the current City limits but within the Urban Growth Boundary must demonstrate that urban utilities and services can be provided in an orderly and efficient fashion. The City and utility providers typically employ a 20-year development horizon for the Campus Industrial district in sizing facilities and infrastructure to serve this area of Springfield. Once urban development is initiated on a property, the developer must demonstrate through land use and building permitting, the physical construction of improvements, and installation of connections to urban utilities and services that these Goal 11 requirements have been met. Changes to building tenancies and allowable secondary uses do not typically change the serviceability of these properties to be adequately provided with the full suite of urban services and utilities, including police and emergency response. Major changes to on-site uses or wholesale site redevelopment requires review by the City and service providers to ensure the existing facilities are adequate to meet the needs of the new use. Where deficiencies are identified the onus is on the developer, not the City, to ensure the necessary services and facilities are available and installed to accommodate the new or modified use. Because the proposed text amendments do not appreciably change the types or impacts of allowable uses in Business Parks from what is currently allowed and urban services and utilities already serve the Campus Industrial district there is no extensive Goal 11 analysis required for this proposal. The respondents' argument that the proposal requires additional Goal 11 and 12 analysis is found to have no merit.

Finding 29: The proposed amendments to the CI District affect business parks exclusively. Existing and future business parks in the CI District will need to demonstrate that sufficient public facilities and services exist or can be extended in an orderly and efficient manner to allow for the full range of office uses allowed by the amended provisions of the zoning district. Review of available public facilities and services is typically done through the Site Plan Review process for properties already in the City limits.

Conclusion: The proposed Development Code text amendments do not have an effect on the City's Goal 11 compliance.

Goal 12 – Transportation

Applicant's Findings:

“GOAL 12: Transportation - To provide and encourage a safe, convenient and economic transportation system.

Goal 12 is implemented through the provisions of the State Transportation Planning Rule (TPR) OAR 660, Division 12) which was adopted by LCDC in 1991. OAR 660-012-0060(1) requires that amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and level of service of the facility.

To determine whether the Code amendments will significantly affect a transportation facility, the TPR lists specific criteria against which the Code amendments are to be evaluated. The TPR provides that a land use regulation amendment significantly affects a transportation facility if it:

- a) Changes the functional classification of an existing or planned transportation facility;*
- b) Changes standards implementing a functional classification system;*
- c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or,*
- d) Would reduce the level of service of the facility below the minimum acceptable level identified in the TSP (Transportation System Plan).*

Sandow Engineering conducted the required TPR analysis of the Code amendments and concluded:

- The addition of development trips does not trigger any intersections to not meet the LOS standards.*
- The intersection of Gateway St at Beltline Rd currently operates at LOS F during the PM peak hour. The City has identified improvements at this intersection, which are reasonably assumed to be constructed within the 20-year planning horizon. With these improvements, the intersection will meet the mobility standards.*
- The addition of development traffic does not substantially increase queuing conditions.*
- There is no off-site mitigation needed for the proposed impacts.*
- TPR findings are demonstrated to be met.*

For a complete analysis of how the application meets Goal 12 and the TPR, please see Exhibit C.”

Finding 30: The Transportation Planning Rule (TPR), Oregon Administrative Rule OAR 660-12-0060, requires local governments to put in place mitigation measures as provided in the TPR whenever an amendment to a functional plan, an acknowledged comprehensive plan, or land use regulation (including an amendment to the Development Code) would “significantly affect” an existing or planned transportation facility. The subject application proposes to amend the Springfield Development Code regulations for Business Parks in the Campus Industrial zoning district.

Finding 31: To address the proposal’s compliance with Goal 12, the applicant has submitted a TPR Analysis addressing potential vehicle trip generation and traffic impacts associated with the proposed Development Code amendments to show compliance with the TPR at OAR 660-012-0060. The applicant’s TPR Analysis can be found in Exhibit C with the application materials submitted for the proposed Development Code text amendment. The City’s Transportation Planning Engineer has reviewed the TPR Analysis and concurs with the applicant’s trip generation methodology, findings and conclusions, which are adopted as findings herein. The applicant’s TPR Analysis provides Trip Generation, traffic queuing and intersection performance scenarios for the existing and uses in Business Parks within the Campus Industrial District. The trips generated by the existing Campus Industrial District were compared to the proposed amended Campus Industrial District under “reasonable most traffic-generating use” conditions.

Finding 32: Under the TPR, a land use regulation amendment may result in a “significant affect” under OAR 660-012-0060(2)(a) and (b) by changing the functional classification of an existing or planned transportation facility or by changing the standards implementing a functional classification system.

Finding 33: The applicant’s TPR Analysis shows that the anticipated mix and levels of traffic are consistent with that found in the vicinity (i.e. the “study area”) and therefore the proposed Development Code text amendments would not require a change in functional classification of any planned or existing facility.

Finding 34: The applicant’s TPR Analysis shows that the standards for implementing the functional classification system are found in the City’s adopted *Transportation System Plan* (TSP). The standards are based on street connectivity and spacing; types and amounts of travel modes; and mobility. The proposed Development Code text amendments do not require a modification to the standards for the street functional classification system detailed in the City’s TSP. Because the proposed amendments do not alter the functional classification of any facility or change any standards for implementing the functional classification system they do not result in a “significant affect” under OAR 660-012-0060(1)(a) or (b).

Finding 35: Under the TPR, an amendment to a land use regulation may also result in a “significant affect” if it would result in any of the effects listed under OAR 660-012-0060(1)(c) “based on projected conditions measured at the end of the planning period identified in the adopted TSP.”

Finding 36: Under subsection (1)(c) of the TPR, a “significant affect” occurs if the proposed amendment(s) would result in types or levels of travel or access that are inconsistent with the identified functional classification of the existing or planned transportation facilities, that degrade the performance of an existing or planned transportation facility such that it would not meet performance standards identified in the TSP, or that degrade the performance of an existing or planned transportation facility that is otherwise not projected to meet the performance standards identified in the TSP.

Finding 37: The applicant’s TPR Analysis concludes that Gateway Street and Beltline intersection already operates a Level of Service (LOS) F during the PM Peak Hour. The intersection is projected to have mitigation measures constructed within the 20-year planning horizon, which ensures that the intersection improves its LOS to meet mobility standards. The added trips from the proposed Development Code text amendment would not worsen the degraded performance standard.

Conclusion: The applicant’s narrative, findings and submitted TPR Analysis along with staff findings above are adopted herein as findings and conclusions in support of the proposal’s conformance with Goal 12. Therefore, the proposal complies with Goal 12.

Goal 13 – Energy Conservation

Applicant’s Findings:

“GOAL 13: Energy Conservation - To conserve energy.

The Code amendments will not amend or affect any land use regulations enacted to implement Goal 13. All new development will be required to comply with local, state and federal codes related to energy conservation. Goal 13 is not applicable.”

Finding 38: The proposed Development Code text amendment does not affect the City's ordinances, policies, plans, or studies adopted to comply with Goal 13 requirements. Future applicants for Business Park development within the Campus Industrial District will have an opportunity to incorporate suitable energy conservation measures when detailed construction plans are prepared for the projects. The City's building codes comply with all Oregon State Building Codes Agency standards for energy efficiency in commercial and industrial building design. The City's conservation measures applicable to storm water management, temporary storage, filtration and discharge would apply to any campus industrial uses developed within the CI zoning district; therefore, this action has no effect on the City's acknowledged compliance with Goal 13.

Goal 14 - Urbanization

Applicant's Findings:

“GOAL 14: Urbanization - 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 Code amendments do not propose to expand the Urban Growth Boundary thus does not require a review of the transition of rural to urban land uses. Therefore, the provisions of Goal 14 and OAR Chapter 660, Division 24 (Urban Growth Boundaries) are not applicable.”

Finding 39: Goal 14 – Urbanization requires cities to estimate future growth rates and patterns, and to incorporate, plan, and zone enough land to meet the projected demands. When completing its Commercial and Industrial Buildable Land (CIBL) inventory the properties designated for Campus Industrial use were classified as vacant, partially developed or developed based on current development patterns and uses at the time of the inventory. The City has since expanded the Urban Growth Boundary to incorporate needed employment lands and there is no longer a deficit of large (20+ acre) industrial parcels in the City's employment lands inventory. The proposed Development Code text amendment does not affect the City's adopted ordinances, policies, plans, or studies adopted to satisfy the compliance requirements of Goal 14.

Goal 15 – Willamette River Greenway

Applicant's Findings:

“GOALS 15-19: Goals 15 through 19 are inapplicable to this application as they are geographically oriented and only apply to the Willamette River Greenway and coastal resources.”

Finding 40: Goal 15 – Willamette River Greenway establishes procedures for administering the 300 miles of greenway that borders the Willamette River, including portions that are inside the City limits and UGB of Springfield. The Campus Industrial Zoning District is specific to the north Gateway area of Springfield and is not within the adopted Willamette River Greenway Boundary area. Therefore, this goal is not applicable and this proposed action has no effect on the City's acknowledged compliance with Goal 15.

Goal 16 – Estuarine Resources

Goal 17 – Coastal Shorelands

Goal 18 – Beaches and Dunes

Goal 19 – Ocean Resources

Finding 41: As stated in the applicant’s findings, Goals 16-19 are not applicable to this proposal.

Conclusion: The proposal meets Criterion 3.

(B) Applications specified in SDC 5.6.105 may require co-adoption by the Lane County Board of Commissioners.

Finding 42: The proposed Development Code text amendments affect the entire Campus Industrial zoning district, which includes properties both inside and outside the current City limits. Therefore, co-adoption by the Lane County Board of Commissioners is necessary.

Finding 43: The Lane County Planning Director stated that initial review of the proposed Development Code text amendments by the County Planning Commission is not necessary under the provisions of the 1986 *Urban Transition Agreement* with Springfield. Therefore, the initial public hearing was held with the Springfield Planning Commission only.

Finding 44: Staff has looked at projected meeting schedules for 2025 and anticipates that the Springfield City Council and Lane County Board of Commissioners will conduct a joint public hearing for the proposed Development Code text amendments in early 2025.

Conclusion: The proposed Development Code text amendment public hearing schedule and adoption process anticipates co-adoption by the Lane County Board of Commissioners. Therefore, this criterion is met.

Applicant’s Summary:

“The 2022 SDC updates were intended to be ‘policy neutral’ with the purpose of modernizing the Industrial District code and expanding flexibility to include Target Industries, such as medical services. However, Business Park uses were not specifically addressed in the SDC 2022 updates and some uses were removed. Therefore, the proposed Code amendments:

- 1) Continue to permit all primary, secondary, and accessory uses allowed in the CI District,*
- 2) Reinstates the limit of Business Parks to 40% of the gross acres of the CI District,*
- 3) Expand uses to include Target Industries such as ‘Medical Services,’ ‘Professional and Technical Services,’ ‘Educational Services,’ and ‘Health Services for Seniors’,*
- 4) Removes requirement to serve on-site uses/employees and allows uses to serve the public, and*
- 5) No longer limits each secondary use to a maximum of 2,500 square feet and allows secondary uses to occupy a maximum of 40 percent of the total gross floor area of the Business Park.*

The Code amendments further address the intent of the 2022 SDC updates by clarifying the existing Industrial Use Category of Corporate or Regional Headquarters and adding a new Industrial Use Category for Business Parks. This written narrative, including Findings of Fact, exhibits, and technical reports, offer substantial evidence to support approval of the Code amendments in compliance with SDC 5.6.115.”

Conclusion

The applicant’s submitted narrative, supporting TPR Analysis and findings of fact are incorporated herein by reference and are adopted as findings and conclusions herein. Responses have been provided to opposing testimony submitted at the November 5, 2024 public hearing meeting, on November 18 and during the November 19 public hearing meeting. The issues raised by respondents in their testimony have been acknowledged and addressed herein. The applicant and staff have responded to the submitted testimony by further amending the proposed Development Code text amendments as presented in the final legislative version found in Attachment 1, Exhibit A. Based on the findings and conclusions herein, the proposed Development Code text amendments comply with the criteria found in SDC 5.6.115.

Lane County
ATTACHMENT 1 - Exhibit B

Proposed Changes to Lane Code 10.600-15
(BCC & Legislative versions)

10.600-15 – Applicable Land Use Regulations.

Lane County has adopted the following land use regulations to be applied by Springfield on urbanizable land within the Springfield Urban Growth Boundary.

- (1) The Springfield Development Code adopted by the Lane County Board of Commissioners as part of Ordinance No. 16-86, and amended by Ordinance Nos. 5-89, 18-90, 9-91, 13-91, 14-92, 5-93, 13-94, 3-97, 7-99, 10-00, 13-04, 2-05, 2-06, 16-07, 4-09, 7-11, 3-12, 13-05, 13-07, 14-13, 14-15, 16-05, 18-06, 19-05, 21-08, 22-03, 23-08, 23-07, ~~and 24-04,~~ **and 25-03.**
- (2) Copies of these applicable land use regulations shall be on file at the Lane County Land Management Division.

(Ordinance 16-86, 11.24.86; Ordinance 5-89, 5.31.89; Ordinance 11-89, 11.21.89; Ordinance 18-90, 12.19.90; Ordinance 9-91, 9.20.91; Ordinance 13-91, 9.25.91; Ordinance 14-92, 1.8.93; Ordinance 5-93, 8.26.93; Ordinance 13-94, 1.11.95; Ordinance 3-97, 4.18.97; Ordinance 7-99, 12.8.99; Ordinance 10-00, 12.13.00; Ordinance 13-04, 7.1.04; Ordinance 2-05, 9.9.05; Ordinance 2-06, 4.14.06; Ordinance 16-07, 1.4.08; Ordinance 4-09, 10.15.09; Ordinance 7-11, 11.4.2011; Ordinance 3-12, 10.05.12; Ordinance 13-05, 11.19.13; Ordinance 13-07, 04.15.14; Ordinance 14-13, 11.25.14; Ordinance 14-15, 1.2.15; Ordinance 16-05, 1.5.17; Ordinance 18-06, 7.10.18; Ordinance 19-05, 4.9.2020; Ordinance 21-08, 3.10.22; Ordinance 22-03, 7.1.22; Ordinance 23-08, 1.11.24; Ordinance 23-07, 3.1.24; Ordinance 24-04, 7.30.24)

10.600-15 – Applicable Land Use Regulations.

Lane County has adopted the following land use regulations to be applied by Springfield on urbanizable land within the Springfield Urban Growth Boundary.

- (1) The Springfield Development Code adopted by the Lane County Board of Commissioners as part of Ordinance No. 16-86, and amended by Ordinance Nos. 5-89, 18-90, 9-91, 13-91, 14-92, 5-93, 13-94, 3-97, 7-99, 10-00, 13-04, 2-05, 2-06, 16-07, 4-09, 7-11, 3-12, 13-05, 13-07, 14-13, 14-15, 16-05, 18-06, 19-05, 21-08, 22-03, 23-08, 23-07, 24-04, and 25-03.
- (2) Copies of these applicable land use regulations shall be on file at the Lane County Land Management Division.

(Ordinance 16-86, 11.24.86; Ordinance 5-89, 5.31.89; Ordinance 11-89, 11.21.89; Ordinance 18-90, 12.19.90; Ordinance 9-91, 9.20.91; Ordinance 13-91, 9.25.91; Ordinance 14-92, 1.8.93; Ordinance 5-93, 8.26.93; Ordinance 13-94, 1.11.95; Ordinance 3-97, 4.18.97; Ordinance 7-99, 12.8.99; Ordinance 10-00, 12.13.00; Ordinance 13-04, 7.1.04; Ordinance 2-05, 9.9.05; Ordinance 2-06, 4.14.06; Ordinance 16-07, 1.4.08; Ordinance 4-09, 10.15.09; Ordinance 7-11, 11.4.2011; Ordinance 3-12, 10.05.12; Ordinance 13-05, 11.19.13; Ordinance 13-07, 04.15.14; Ordinance 14-13, 11.25.14; Ordinance 14-15, 1.2.15; Ordinance 16-05, 1.5.17; Ordinance 18-06, 7.10.18; Ordinance 19-05, 4.9.2020; Ordinance 21-08, 3.10.22; Ordinance 22-03, 7.1.22; Ordinance 23-08, 1.11.24; Ordinance 23-07, 3.1.24; Ordinance 24-04, 7.30.24)

Lane County
ATTACHMENT 1 - Exhibit C

Staff Report & Findings of Fact



AGENDA COVER MEMO

Memorandum Date: March 14, 2025
First Reading Date: April 1, 2025
Second Reading/Joint Public Hearing: April 21, 2025
Tentative Third Reading/Deliberations: June 10, 2025

TO: Board of County Commissioners
DEPARTMENT: Public Works, Land Management Division, Planning Program
PRESENTED BY: Jared Bauder, Senior Planner, Lane County
Andrew Limbird, Senior Planner, City of Springfield
PROJECT NAME: Springfield Development Code Amendments for the Campus Industrial District
AGENDA ITEM TITLE: **ORDINANCE NO. 25-03** / In the Matter of Amending Lane Code 10.600-15 to Co-Adopt Amendments to Springfield Development Code Sections 3.2.400 and 6.1.110 for the Campus Industrial District and Adopting a Savings and Severability Clause and Providing an Effective Date.
(Local File No.: 509-PA25-05073/ City File No.: 811-24-000215-TYP4)

I. MOTION

1. April 1, 2025 (1st Reading):

MOVE TO APPROVE THE FIRST READING OF ORDINANCE NO. 25-03, AND TO SET THE SECOND READING AND JOINT PUBLIC HEARING WITH THE CITY OF SPRINGFIELD CITY COUNCIL FOR APRIL 21, 2025 (AT 7:00 PM DATE AND TIME CERTAIN AT SPRINGFIELD CITY HALL IN A HYBRID MEETING FORMAT).

2. April 21, 2025 (2nd Reading/Joint Public Hearing):

- 1) MOVE TO TENTATIVELY APPROVE ORDINANCE NO. 25-03 AS PRESENTED AND SET A THIRD READING AND DELIBERATIONS FOR JUNE 10, 2025;
- 2) MOVE TO REVISE ORDINANCE 25-03 AS DIRECTED BY THE SPRINGFIELD CITY COUNCIL AND/OR THE BOARD OF COMMISSIONERS AND RETURN FOR A THIRD READING (DATE CERTAIN: JUNE 10, 2025) AND DELIBERATIONS ON THE REVISED ORDINANCE (SUMMARIZE REVISIONS);

- 3) MOVE TO SET A THIRD READING AND CONTINUE THE PUBLIC HEARING (DATE AND TIME CERTAIN), AND DIRECT STAFF TO REVISE ORDINANCE NO. 25-03 AS DIRECTED BY THE BOARD AND/OR CITY COUNCIL (SUMMARIZE REVISIONS);
- 4) MOVE TO NOT APPROVE ORDINANCE 25-03.

II. AGENDA ITEM SUMMARY

The Board is being asked to consider approval of Ordinance 25-03 (see **Attachment 1**) to adopt amendments to the Campus Industrial District section of the City of Springfield's (the City) Development Code. Specifically, a commercial property owner is requesting text amendments to the Springfield Development Code (SDC) to:

- modify the definition of “business park” and to amend provisions of the Campus Industrial district.
- Clarify and expand upon the types of uses allowable in Business Parks within the Campus Industrial District;
- Allow for medical offices and medical clinics in Business Parks within the Campus Industrial District; and
- Allow for offices that serve the public in Business Parks within the Campus Industrial District.

Amendments to the City's Development Code must be reviewed and adopted by the Board of Commissioners (the Board) for the regulation of lands between Springfield City Limits and the Springfield Urban Growth Boundary (UGB), which are urbanizing areas subject to Lane Code Chapter 10. This proposal is in accordance with the urban transition agreement made between Lane County and the City, which requires joint development and adoption of land use regulations within the Springfield urbanizing area.

At the April 21, 2025, Joint Public Hearing, the Board and City Council may decide if they should continue the public hearing to allow for additional public comment. If the Board and Council decide to close the public hearing, staff requests that Board make a motion to tentatively approve Ordinance 25-03 as presented and set the deliberations meeting for June 10, 2025. The Springfield City Council is scheduled to hold a second reading for adoption of the Ordinance on May 5, 2025. If the City Council adopts the city Ordinance, the Board is tentatively scheduled for its third reading of the Ordinance on June 10, 2025.

III. BACKGROUND & ANALYSIS

A. Board Action and Other History:

The Springfield Development Code (SDC) contains the implementing regulations for construction and development of land in Springfield. It was co-adopted in 1986, and since then, the code has been amended over 60 times. The last SDC amendment was in 2024 when the Board co-adopted amendments relating to modernization of the Springfield Development Code (Ordinance 24-04). Prior to that, the last amendment was in 2023 for the Springfield Comprehensive Plan Map and Land Use Element (Ordinance 23-07).

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the official long-range general plan (public policy document) of metropolitan Lane County and the cities of Eugene and Springfield. The Metro Plan policies and land use designations apply to areas under the jurisdiction of the Metro Plan. 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 use and conservation of physical resources, furtherance of assets, and development or redevelopment of the metropolitan area. The dividing line between the two cities is Interstate 5, and the City of Springfield is the Home City for the metro lands east of I-5.

The City of Springfield has the responsibility and the authority to administer its land use regulations on urbanizable land within the Springfield UGB. This is provided by the urban transition agreement between the City and Lane County, passed with Ordinance No. 16-86 (**Attachment 2**). Urbanizable lands are those unincorporated lands between the Springfield City Limits and the Springfield UGB.

The Springfield Planning Commission opened the public hearing for the proposed amendments on November 5, 2024, and continued the hearing to November 18, 2024, and then again to November 19, 2024. On November 19, 2024, the continued public hearing was conducted, and the Springfield Planning Commission closed the public hearing, with their final review and deliberations to occur on December 3, 2024. At the December 3, 2024, deliberations meeting the Springfield Planning Commission passed an Order and recommendation for approval to be forwarded to the Springfield City Council and Lane County Board of Commissioners (**Attachment 3**). The procedural requirements completed for this public hearing, as well as the public testimony received, are described in detail in the City staff report, included as **Attachment 1, Exhibit C**.

In accordance with Lane Code Chapter 14 procedural requirements, notice of the joint public hearing scheduled before the Board of Commissioners Springfield City Council and will be published in the Register Guard and mailed to all parties who submitted comments during the Springfield Planning Commission public hearing and interested parties in advance of the public hearing as required.

B. Policy Issues:

The delivery of effective and efficient urban services by the cities within the urbanizable area of the Metro Plan is supported by the urban transition agreement between the County and the metro cities. The applicable Comprehensive Plan policies are found in the Metro Plan and are addressed in the City's staff report and findings of fact (**Attachment 1, Exhibit C**). Approval of this Ordinance adopting an amendment to Lane Code Chapter 10 will ensure consistency for the updated land use regulations guiding development in the Springfield urbanizable area.

C. Board Goals:

While approval of Ordinance 25-03 will only affect the regulation of lands within the Springfield UGB, aspects of the proposed code amendment will be generally supportive of the tenants of all four Strategic Plan priorities: safe, healthy county; vibrant communities; robust infrastructure; and our people & partnership.

Enhancements to the land use provisions of Springfield's Campus Industrial District will further the Vibrant Communities Key Strategic Initiative 2.b by allowing more flexibility in allowed uses in the Springfield Campus Industrial District, and by ensuring development within the urbanizable area occurs in a safe, orderly and efficient manner.

Financial and/or Resource Considerations:

No direct financial or resource considerations apply to the adoption of the proposed

ordinance by Lane County. The adoption of a consistent development code for the entire Springfield urbanizable area does eliminate duplication and greatly enhances the efficiency of development permit processing, leading to higher levels of customer satisfaction and more efficient provision of government services.

Health Implications:

Actual health implications are difficult to predict, but generally, the proposed code amendments implement standards for development that aim to reduce any possible impacts on health and safety.

D. Analysis & Approval Criteria:

12.300.030 - Metro Plan Amendment Criteria.

The following criteria will be applied by the Board of Commissioners and other applicable governing body or bodies in approving or denying a Metro Plan amendment application:

- A. The proposed amendment is consistent with the relevant Statewide Planning Goals; and**
- B. The proposed amendment does not make the Metro Plan internally inconsistent.**

Finding 1. Ordinance 25-03, to adopt amendments to Lane Code Chapter 10.600 and incorporate the amendments to the SDC, is provided as **Attachment 1** of this memo. **Attachment 1, Exhibit A**, contains the draft City Ordinance and the proposed draft code revisions to the SDC. The proposed changes to Lane Code 10.600-15 are included in **Attachment 1, Exhibit B**. Findings of consistency with the applicable criteria of the Statewide Planning Goals, and the Springfield Development Code are included as **Attachment 1-Exhibit C** to this memo, the Staff Report and Findings of Fact provided by Springfield planning staff. Lane County herein incorporates by reference the findings in the Springfield staff report. An in-depth summary and analysis of the changes being made to the SDC is provided within the City's staff report and findings of fact, provided as **Attachment 1, Exhibit C** of this memo.

E. Motion Options:

April 1, 2025 (1st Reading):

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- 4) MOVE TO NOT APPROVE ORDINANCE 25-03.

IV. RECOMMENDATION

Staff recommends **Option 1** above.

V. TIMING & FOLLOW UP

If the Board moves to approve the First Reading of the ordinances on April 1, 2025, a Second Reading and Joint Public Hearing with the Springfield City Council will occur on April 21, 2025, as has been tentatively scheduled. Following the April 21st Joint Public Hearing, the Springfield City Council is scheduled to deliberate and take action on the city ordinance on May 5, 2025. The Board has been tentatively scheduled for deliberations and action at their meeting on June 10, 2025.

VI. SUMMARY:

Adoption of the proposed SDC Amendments (**Motion Option 1**) will provide consistency between development regulations applicable to properties that lie inside and outside the Springfield City Limits and within the Springfield Urban Growth Boundary, under County/City *Metro Plan* coordination agreements. Staff finds this application meets all applicable approval criteria, and recommends the Board of County Commissioners approve Ordinance 25-03 (Springfield Development Code Amendments for the Campus Industrial District).

VII. ATTACHMENTS

1. Draft Ordinance No. 25-03
 - **Exhibit A:** Draft City Ordinance with Exhibits
 - **Exhibit B:** Proposed Changes to Lane Code 10.600-15 (*BCC & Legislative versions*)
 - **Exhibit C:** Staff Report & Findings of Fact
2. Ordinance No. 16-86 with Exhibits
3. Springfield Planning Commission Order and Recommendation

Exhibit B

Staff Report and Findings Springfield City Council and Lane County Board of Commissioners Type 4 Amendment to the Springfield Development Code Text

Meeting Date: February 5, 2025

File Number: 811-24-000215-TYP4

Applicant: Hawes Investments, LLC

Request

The City of Springfield has received an application for a text amendment to the Springfield Development Code (SDC). Recent years have seen a spate of Development Code text amendments primarily in response to changes in state law and housing mandates, Council initiatives, and an evolving regulatory environment. Although it is unusual to receive this type of request from the public, in accordance with SDC 5.6.105(B) proposals for amending the Development Code text may be initiated by a citizen (or in this case, a property owner). In accordance with SDC 5.1.605 and 5.6.110, text amendments to the Development Code are processed as a Type 4 legislative plan amendment requiring public hearings before the Springfield Planning Commission and City Council. The proposed text amendments apply to the entire Campus Industrial district, which includes both incorporated and unincorporated properties, and therefore requires co-adoption with Lane County in accordance with SDC 5.6.115(B).

The proposed Development Code text amendments specifically affect the Campus Industrial (CI) District. The proposed amendments are intended to clarify and expand upon the allowable uses in Business Parks within the CI District by allowing for medical offices and other offices that serve the public and clarify the operational performance standards for Business Parks within the CI District. In response to staff's suggestions, the applicant is proposing to make "surgical" text amendments to the Development Code to address evolving economic conditions while still addressing potential future implications of these changes.

The application was submitted and deemed complete on September 9, 2024 and the Springfield Planning Commission public hearing on the proposed Development Code text amendments was opened on November 5, 2024. The Planning Commission continued the public hearing to the regular meeting on November 19, 2024 at which time the public hearing was closed and the matter tabled until the December 3, 2024 regular meeting. The applicant revised and resubmitted the proposed Development Code amendments on November 19 following the public hearing meeting on November 5; this version is included in the Summary of Public and Applicant Testimony (Attachment 2). Staff has prepared a final legislative version of the requested Development Code text amendments based substantially on the applicant's November 19 submittal and in response to public testimony and feedback from the Planning Commission (Attachment 1 Exhibit A). The revisions incorporated into the final recommendation include removing the 40% maximum acreage attributed to Business Parks; clarifying that Business Park primary uses require a transparent public process (i.e. Site Plan Review) for review and approval; that medical clinics and offices serving the public can be approved as primary uses in approved Business Parks; and that medical clinics cannot provide urgent or emergency care.

Background

The applicant owns property at 400 International Way, which was approved and developed as a business park in 2008. Originally constructed as a corporate headquarters office, the existing three-story building comprises approximately 82,700 ft² of leasable space. Economic conditions have changed significantly since the Covid pandemic which has resulted in reduced demand for corporate office space. However, there

are still public agencies and specialized professions that are seeking high quality office space, especially in conjunction with nearby health care facilities.

The applicant proposes to amend the Development Code provisions for offices within business parks, which allows for a wider diversity of tenancies within the existing building. It also clarifies the types of offices that are allowable within the CI District. Because the proposed amendments would affect all existing and future business parks within the CI District it is not considered a site-specific amendment.

Notification and Written Comments

In accordance with the Oregon Administrative Rules (OARs) 660-018-0020, prior to adopting a change to an acknowledged comprehensive plan or land use regulation, local governments are required to notify the state Department of Land Conservation and Development (DLCD) at least 35 days prior to the first evidentiary hearing. A Notice of Proposed Amendment was transmitted to the DLCD on September 26, 2024, which is 40 days prior to the initial public hearing on the matter.

In accordance with SDC 5.1.615, Type 4 land use decisions that amend a comprehensive plan or land use regulations require notice in a newspaper of general circulation. Because the proposed Development Code text amendments are not site-specific a notice posted on site was not required.

Consistent with the requirements of SDC 5.1.615, notification of the November 5, 2024 Planning Commission public hearing was published in *The Chronicle* newspaper on October 24, 2024. Staff also posted notices of the November 5, 2024 Planning Commission public hearing at the following locations: on the Public Notices board in the lobby of Springfield City Hall; on the Development & Public Works office digital display; and on the City's webpage. The posted notices meet the requirements of SDC 5.1.615. A second round of notifications will be issued for the joint public hearing before the City Council and Lane County Board of Commissioners to be scheduled in Spring 2025.

Written testimony was received from G Group LLC and Richardson Sports on November 5, 2024 and summarized in verbal presentations by representatives of Richardson Sports at the public hearing meeting. The applicant submitted testimony and a revised proposal on November 15 in response to the November 5 public hearing testimony and following a private meeting between representatives of the applicant and the respondents (G Group LLC and Richardson Sports). In response to the applicant's revised proposal, additional written testimony was received on November 18, 2024 from Hathaway Larson on behalf of G Group LLC and from Michael Gelardi Law on behalf of Richardson Sports. Ardel Wicks and Michael Gelardi representing Richardson Sports also provided verbal testimony at the November 19 Planning Commission meeting. In their November 18 written testimony, both respondents submitted proposed additional textual changes to the revised Development Code amendments provided by the applicant on November 15.

The testimony provided by G Group LLC and Richardson Sports are similar in nature based on the concerns expressed with the proposed Development Code text amendments. The respondents allege procedural errors with the public hearing process including a lack of notification to adjacent property owners and other potentially affected properties within the Campus Industrial district; incompatibility with the City's Comprehensive Plan; a lack of Goal 11 and 12 analysis; text amendments that are "overly broad and ambiguous"; and why alternative options such as rezoning of the site weren't explored. During the public hearing, the applicant, respondents and Planning Commissioners also questioned how much land was zoned for Campus Industrial and how much of the land base remained as potential development or redevelopment sites. Staff responded to the alternative rezoning option at the public hearing meeting on November 19 and an overview of the Campus Industrial land base is provided below. The issues raised and associated responses are outlined herein.

Public Hearing Process: Respondents allege that the proposed Development Code text amendments require a joint hearing before the Lane County and City Planning Commissions because the amendments are a regulatory change that potentially affects properties both inside and outside the City limits. Respondents argue that provisions of the *Metro Plan* require this joint hearing process with Lane County. It is important to note that this proposed Development Code text amendment is not an amendment to an adopted comprehensive plan or refinement plan and therefore citations from the *Metro Plan* are not applicable to this process. For changes to a land use regulation (such as the Development Code) that applies to land outside the City limits a joint public hearing with the Lane County Planning Commission *could* be held if the County so desires. Article IV, Section 3 of the *Urban Transition Agreement* with Lane County (1986) specifies that Lane County shall “transfer to the Springfield Planning Commission the legislative land use authority for the urbanizable portion of the Springfield Urban Growth Boundry (sic) currently exercised by the Lane County Planning Commission.” The City of Springfield has adopted language in SDC 5.1.625(A) stating that “a Type 4 legislative change to land use regulations that apply entirely or partially outside city limits must be reviewed by the Planning Commission, and Lane County Planning Commission at Lane County’s discretion, prior to action being taken jointly by the City Council and Lane County Board of Commissioners” [emphasis added]. On September 23, 2024 the City of Springfield initiated a request to Lane County for a joint Planning Commission public hearing. The request was politely declined, with the County citing provisions of Article IV, Section 3 of the Urban Transition Agreement. For the aforementioned reasons, the City will not revisit the issue and the recommendation of the Springfield Planning Commission will be brought to the City Council and Lane County Board of Commissioners for joint adoption at a future public hearing. The respondents’ argument that the proposal must be first brought to the joint Lane County and City of Springfield Planning Commissions for a public hearing is therefore found to not apply in this context.

Compatibility with Comprehensive Plan: The staff report contains an overview of the proposal’s consistency with the adopted Springfield Comprehensive Plan. Respondents allege that the proposed text amendments are “so broad they arguably could convert the CI zone into a general commercial or medical zone.” Staff finds that this is an exaggeration of the proposed text amendments because the proposed amendments are surgical in nature and apply exclusively to business parks and activities that are ***already allowed as secondary uses within the district*** [emphasis added]. The proposed changes allow for any existing, secondary uses to also serve the public in addition to internal customers (e.g. employees). Secondary uses are limited by overall floor area and cannot exist without an approved primary use. Therefore, because a primary use must first exist – in an approved Business Park environment – before any secondary use(s) can be considered, the CI district will not devolve into a general commercial or medical district that is comprised only of secondary uses as forecast by the respondents. Finally, there are no provisions of the City’s adopted Comprehensive Plan that preclude textual changes to the Development Code or amendments that clarify and expand the range of allowable uses in a zoning district. The respondents’ argument that the proposal is incompatible with the Springfield Comprehensive Plan is found to have no merit.

Goal 11 and 12 Analysis: The applicant has prepared a Goal 12 analysis that is contained in the application materials and summarized in subsection A.3 of this report. Respondents stated that they didn’t have time to fully review the materials, so the Planning Commission continued the public hearing to November 19 to provide two more weeks for respondents to fully evaluate the application and supporting documents. The Goal 12 analysis is specific to the applicant’s property and does not encompass other developed or undeveloped sites in the Campus Industrial district because future uses on these properties and the associated traffic impacts are highly variable and purely speculative at this point. The City’s Transportation Planning Engineer has reviewed the findings and conclusions of the report and agrees with the content. Staff finds that it is not warranted to revisit the Goal 12 analysis.

Regarding Goal 11 compatibility (which is the provision of adequate public facilities and services), the primary point of analysis is at the time of initial property annexation. Sites that are outside the current City limits but within the Urban Growth Boundary must demonstrate that urban utilities and services can be provided in an orderly and efficient fashion. The City and utility providers anticipate a 20-year development horizon for the Campus Industrial district in sizing facilities and infrastructure to serve this area of Springfield. Once urban development is initiated on a property, the developer must demonstrate through land use and building permitting, the physical construction of improvements, and installation of connections to urban utilities and services that these Goal 11 requirements have been met. Changes to building tenancies and allowable secondary uses do not typically change the serviceability of these properties to be adequately provided with the full suite of urban services and utilities, including police and emergency response. Major changes to on-site uses or wholesale site redevelopment requires review by the City and service providers to ensure the existing facilities are adequate to meet the needs of the new use. Because the proposed text amendments do not appreciably change the types or impacts of allowable uses in Business Parks from what is currently allowed, and urban services and utilities already serve the Campus Industrial district, there is no extensive Goal 11 analysis required for this proposal. The respondents' argument that the proposal requires additional Goal 11 and 12 analysis is found to have no merit.

Site-Specific Rezoning Option: The respondents stated that the proposed text amendments could “turn the [Campus Industrial] zone into a general commercial or medical zone.” Additionally, the respondents questioned why the applicant didn't propose to redesignate and rezone the property to commercial or medical zoning. The applicant did, in fact, submit applications to redesignate and rezone the site to Community Commercial pursuant to Cases 811-24-000162-TYP4 and 811-24-000163-TYP3. Redesignating and rezoning the site to a medical services use would significantly narrow the range of allowable uses and tenancies and serve to eliminate all non-medical uses from the existing Business Park such as corporate headquarters and professional offices. This is not desired by the applicant because they do not wish to convert the Business Park exclusively to medical uses. Redesignating and rezoning the site to Community Commercial would have the immediate effect of creating a “general commercial” site embedded within the Campus Industrial district – an outcome already identified as concerning by the respondents in their testimony. Community Commercial zoning allows for a wide range of non-compatible and automobile-centric uses including drive-through restaurants and coffee kiosks; vehicle service centers, sales lots and fueling stations; mini-storage facilities; retail stores; and big box stores. Low-intensity commercial uses are typically not “target industries” or major employers offering family wage jobs. As stated by the applicant in their rebuttal testimony (Attachment 2), Community Commercial zoning has much different and reduced building and landscaping setbacks, fewer facilities to enhance the pedestrian experience and fewer restrictions on fencing, signage and parking. Redesignation and rezoning of the site to a Community Commercial district is also contrary to the provisions of the City's adopted Comprehensive Plan and would require new Goal 11 and 12 analyses because the types, varieties and intensities of potential uses in the Community Commercial district are considerably different than those in the Campus Industrial district. Moreover, rezoning the property to Community Commercial is contrary to Policy E.1 of the *Springfield Comprehensive Plan - Economic Element* and may require a new or amended Economic Opportunities Analysis that accounts for changes to the size and availability of Campus Industrial employment sites to meet the City's needs over the planning horizon. Because of these conflicting impacts, the City does not support redesignating and rezoning the subject property to a commercial district. Therefore, the suggestion by the respondents to pursue rezoning the site to a commercial zone is not supported by the City's adopted Comprehensive Plan or staff.

Availability of Campus Industrial District Zoned Land: In the applicant's initial submittal and during the Planning Commission public hearing process there was discussion about re-enacting a 40% acreage limit on business parks within the Campus Industrial District. This language had been included in earlier versions of

the City’s Development Code but was removed when comprehensive Development Code amendments were adopted in 2022 with Ordinance 6443. The applicant proposed to reinstate the 40% acreage limit as a measure to limit the proliferation of Business Parks thereby ensuring sites would be available for other primary uses, including target industries. However, based on testimony from the respondents, the applicant removed the 40% acreage limitation language (originally drafted as SDC 3.2.410(J)(5)) in the latest iteration of the proposed Development Code text amendments. The issue regarding acreage limitations and maintaining a tabulation of sites attributed to Business Parks did illuminate a statistic that neither staff nor the applicant could quickly answer: about how much developable land remains within the Campus Industrial District? To address this question, following the November 19 public hearing meeting City staff examined the entire assembly of properties with CI zoning in Springfield. The properties were then loosely categorized based on whether they were fully or mostly developed; partially developed or developed with existing, non-conforming uses; or vacant. Using these general parameters, staff determined the following:

Status of Campus Industrial Property	Acreage
Developed Campus Industrial Sites	~153.22 acres
Partially Developed/Underdeveloped or Contain Existing Non-Conforming Uses (e.g. Residential Dwellings) in Campus Industrial District	~6.84 acres
Vacant Campus Industrial Sites	~116.21 acres
<i>Total Campus Industrial Zoned Land</i>	<i>~276.27 acres</i>

Based on the simplistic acreage calculations above, about 55% of the overall Campus Industrial acreage has been developed and 45% remains vacant or underdeveloped. There are some other basic assumptions made here: the acreage calculations assume that no “developed” sites will become more intensively developed (such as converting existing buildings, parking lots or landscaped areas to new buildings), and that all partially developed or non-conforming sites will eventually annex and convert to Campus Industrial uses. It is also important to note that a significant amount of the vacant acreage is encumbered by the McKenzie River floodway (approximately 74 acres), so the net acreage (about 42.21 acres) is much less than the 116.21 gross acres contained within the zoning boundary. Assuming that no development can occur within the mapped floodway, about 75.8% of the Campus Industrial zoned property has been developed and about 24.2% of the remaining, non-floodway property is vacant or underdeveloped.

About 15.05 acres of land can be attributed to existing Business Parks, including the applicant’s property (7.05 acres) and the McKenzie Gateway Business Park (8.0 acres, including a vacant ~2.83-acre portion). Based on these calculations, even if all remaining vacant and underdeveloped Campus Industrial zoned land was developed with Business Parks, the total acreage of existing and hypothetical Business Parks would be approximately 64.1 acres or 31.7% of the total developable acreage in the Campus Industrial District. This theoretical outcome (however unlikely in reality) does not approach the 40% acreage limitation originally proposed by the applicant nor would it equate with a widespread proliferation of Business Parks identified as a significant concern by the respondents in their testimony. For this reason, the respondents’ suggestion that the proposed Development Code text amendments will cause the Campus Industrial District to be populated primarily with medical clinic uses (necessarily in Business Parks) is not supported by the evidence.

Criteria of Approval

SDC 5.6.115 contains the criteria of approval for the decision maker to utilize during review of *Springfield Development Code* amendments. The Criteria of approval are:

5.6.115 Criteria.

- (A) *In reaching a decision on the adoption or amendment of refinement plans and this code's text, the City Council shall adopt findings that demonstrate conformance to the following:*
- (1) *The Metro Plan and Springfield Comprehensive Plan;*
 - (2) *Applicable State statutes; and*
 - (3) *Applicable State-wide Planning Goals and Administrative Rules.*
- (B) *Applications specified in SDC 5.6.105 may require co-adoption by the Lane County Board of Commissioners.*
- (1) Conformance to the Metro Plan and Springfield Comprehensive Plan**

Applicant's Findings: *"The Code amendments do not conflict with the Metro Plan; the Code amendments conform to the Springfield 2030 Comprehensive Plan including the policies listed below:*

Policy E.3 Work with property owners and their representatives to ensure that prime development and redevelopment sites throughout Springfield and its Urban Growth Boundary that are designated for employment use are preserved for future employment needs and are not subdivided or used for nonemployment uses.

Responding to changes in economic conditions, the Code amendments will promote development and employment uses in Business Parks. The Code amendments will facilitate stable, economically viable occupancy of Business Parks, and preserve future employment needs. The Code amendments will not result in the subdivision of a lot or a shift to non-employment uses.

Policy E.6 Facilitate short term and long term redevelopment activity and increased efficiency of land use through the urban renewal program, updates to refinement plans and the development review process.

The Code amendments will facilitate efficient land use by clarifying and expanding the permitted uses in Business Parks. The Code amendments will also modernize and add flexibility as was intended with the 2022 SDC updates by allowing medical clinics and other uses that may primarily serve the public. The Code amendments will help to identify and attract potential tenants thereby stimulating better use of existing buildings and strengthening the economic vitality of Business Parks.

Policy E.7 Where possible, concentrate development on sites with existing infrastructure or on sites where infrastructure can be provided relatively easily and at a comparatively low cost.

The Code amendments encourage the economic vitality of Business Parks located inside the City limits on sites developed with existing infrastructure for public facilities and services. The Code amendments are not site specific and do not require a change in infrastructure.

Policy E.16 Consider the economic opportunities provided by transportation corridors and seek to maximize economic uses in corridors that provide the most optimal locations and best exposure for existing and future commercial and industrial uses.

The Code amendments will clarify and expand uses permitted in Business Parks. The Gateway Campus Industrial area is served by multiple transportation corridors. Approval of the Code amendments will enable optimal use of the existing Business Parks and stimulate an increase in the number of employees on-site. The allowance of more commercial uses, and those serving the public, will increase the level of activity in Business Parks with an expected increase in ridership on the EmX and use of bike routes.

Policy E.28 Increase the potential for employment in the regional industry clusters, including: Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), Local Food and Beverage Production and Distribution, Specialty Agriculture, Wood & Forest Products, and Transportation Equipment.

The Code amendments will facilitate new businesses in regional industry clusters including Health Care and Information Technology. The Code amendments will allow medical clinics in proximity to other health care industries. The Code amendments will modernize and allow flexibility as was intended in the 2022 SDC updates.

Policy E.40 Provide the services, infrastructure, and land needed to attract the identified industry clusters, especially where they can increase economic connectivity among businesses.

The Code amendments will stimulate economic connectivity among businesses in Business Parks. The Code amendments will allow uses in identified industry clusters that serve the public. The Code amendments will not have any adverse impacts on services, infrastructure, or land available for the identified industry clusters.

Gateway Refinement Plan

The Code amendments address Business Parks in the Campus Industrial District. All land in the City of Springfield zoned CI is in the boundary of the Gateway Refinement Plan and shown on the land use diagram as part of the McKenzie-Gateway Special Light Industrial site.

Below are Findings applicable to Gateway Refinement Plan policies:

8.0 Provide for an efficient and flexible transportation system for the McKenzie-Gateway SLI Site.

Since the Gateway Refinement Plan was adopted in November 1992, public and private investments have funded significant capital improvements to the transportation system serving the McKenzie-Gateway SLI Site.

The Code amendments will not have an adverse impact on the transportation system. The Code amendments will allow a different range of uses in Business Parks that will increase potential transit ridership on the EmX and use of bike routes.

10.0 Mitigate impacts of incremental (SLI) development on existing on-site (non-SLI) uses occupying the McKenzie-Gateway SLI Site.

Policy 10.0 recognizes that full development of the McKenzie-Gateway SLI Site will likely occur incrementally. Due to national and local economic trends, especially the decreased demand for large corporate office space, the existing zoning constraints create barriers to recruit and attract tenants. The zoning constraints jeopardize the financial viability of Business Parks and could have negative impacts on sustaining the attractive, campus-like settings. The impetus for the Code amendments is primarily to clarify and expand permitted uses in Business Parks and to respond to the decreased occupancy rates and the inherent limits of the CI zoning. Refer also to Part II above [Note: see Exhibit C] regarding changes in economic conditions and the impetus for the Code amendments. The Code amendments do not propose any specific development. Any future development will be required to comply with SDC standards including requirements for landscaping, building setbacks, parking, etc. through the site plan review process.

11.0 Ensure that development plans adequately consider the site's natural landscape features and amenities, and provide for the development needs of future developers.

The Code amendments will not change any development standards, such as landscape requirements for parking areas and stormwater management.

13.0 Ensure adequate storm drainage management planning emphasizing the minimization of negative impacts on water quality and quantity resulting from McKenzie-Gateway SLI Site development.

The Code amendments do not contain any proposed development. Any future development will require compliance with City, state and federal water quality standards and storm drainage. The Hawes Business Park was approved with conditions addressing stormwater and water quality."

Finding 1: The proposal is consistent with objectives of the adopted *Land Use Element* of the *Springfield Comprehensive Plan* where the Campus Industrial plan designation is described as follows: "The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities (e.g, manufacturing, storage of materials) of such firms must be obscured from public view and have external impacts less than or equal to office uses, such as noise, pollution, and vibration. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be made for small and medium scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis." This plan designation is implemented through the Campus Industrial zoning district and the associated regulations found in SDC 3.2.400.

Finding 2: The proposal is consistent with policies and implementation strategies of the adopted *Economic Element* of the *Springfield Comprehensive Plan*. Policy E.4 states: "Expand industrial site opportunities by evaluating and rezoning commercial, residential, and industrial land for the best economic return for the community through the process of City refinement planning, review of owner-initiated land use proposals, expanding the urban growth boundary, and other means." The proposed Development Code text amendments are being initiated by an industrial property owner in response to changes in economic conditions.

Finding 3: Implementation Strategy 4.1 of the *Economic Element* states: “Conduct a comprehensive review of Springfield’s industrial and commercial land use plan designations and zoning districts (SDC 3.2-305 and 3.2-405) and schedule of use categories (SDC 3.2-310 and 3.2-410) to identify potential updates that may be better aligned with the land, real estate and development requirements of modern industry and commerce to ensure that Springfield has sites and conditions favorable for industry and commerce to operate efficiently.” The proposed Development Code text amendments aim to accomplish exactly what is described in this Implementation Strategy by updating the scheduled of use categories in the Campus Industrial zoning district. As described in the applicant’s narrative, the updates are in response to a changing real estate and office tenancy climate in Campus Industrial business parks.

Finding 4: Implementation Strategy 4.2 of the *Economic Element* states: “Update the Development Code to create more zoning flexibility for developing industrial or business parks to support clustering of related or complementary businesses.” The proposed Development Code text amendments would increase zoning flexibility for uses and activities that are currently allowed in Campus Industrial business parks by allowing the uses to also serve the public. The proposed amendments also contribute to clustering the related and complementary businesses exclusively in approved Business Parks in the CI District. Allowing for greater flexibility in allowable uses and their operational characteristics will help to maintain viability of existing and future Campus Industrial Business Parks.

Finding 5: The proposed Development Code text amendments allow for any existing, secondary uses to also serve the public in addition to internal customers (e.g. employees). Secondary uses are limited by overall floor area and cannot exist without an approved primary use. Therefore, because a primary use must first exist – in an approved Business Park environment – before any secondary use(s) can be considered, the CI district will not devolve into a general commercial or medical district that is comprised only of secondary uses. Additionally, there are no provisions of the City’s adopted Comprehensive Plan that preclude textual changes to the Development Code including amendments that clarify and expand the range of allowable uses in a zoning district.

Finding 6: The applicant is proposing to expand the list of allowable office uses within business parks in the Campus Industrial District. Although the proposed text amendments currently affect two existing business parks in the Campus Industrial District, the provisions would also apply to any future business parks and are therefore not a site-specific amendment.

Finding 7: The applicant’s submitted narrative (Exhibit C) and findings above are incorporated herein as findings and conclusions in this staff report. The proposal conforms with the adopted Metro Plan and Springfield Comprehensive Plan. Therefore, this criterion is met.

(2) Conformance to Applicable State statutes; and

Applicant’s Finding: “*The Code amendments are narrow in scope and do not have any apparent conflicts with applicable State statutes.*”

Finding 8: The proposed Development Code text amendments do not appear to conflict with any State statutes. Therefore, this criterion is met.

(3) **Conformance to Applicable State-wide Planning Goals and Administrative Rules.**

Finding 9: Of the 19 statewide planning goals, 13 are “urban” goals that may be applicable to comprehensive plan map amendments in the city; however, it is the proposal and its effect on the purpose of these goals that will determine whether or not the proposed amendment is “consistent with” the applicable goals. The goals that are to be evaluated are: Goal 1 – Citizen Involvement; Goal 2 – Land Use Planning; Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 6 – Air, Water and Land Resources Quality; Goal 7 – Areas Subject to Natural Hazards; Goal 8 – Recreational Needs; Goal 9 – Economic Development; Goal 10 – Housing; Goal 11 – Public Facilities and Services; Goal 12 – Transportation; Goal 13 – Energy Conservation; Goal 14 – Urbanization; and Goal 15 – Willamette River Greenway. All of the statewide goals are listed below; the narrative that accompanies each is more expositive when the discussion applies to one of the 13 goals identified above.

Goal 1 – Citizen Involvement

Applicant’s Findings: *“The Findings of Facts below demonstrate the Code amendments are consistent with applicable Statewide Planning Goals and Administrative Rules. The following applicable state-wide planning goal statements have been summarized. The Oregon Land Conservation and Development Commission Goals and Guidelines are incorporated herein by reference, except as noted.*

GOAL 1: Citizen Involvement - To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The City of Springfield has a citizen involvement program that is acknowledged by the State as being in compliance with Goal 1. Citizens are provided the opportunity to be involved in all phases of the planning process. The proposal does not include any changes to the City’s citizen involvement program. The requirements under Goal 1 are met by adherence to the City’s provisions for citizen involvement as implemented by the Springfield Development Code (SDC).”

Finding 10: Goal 1 – Citizen Involvement calls for “the opportunity for citizens to be involved in all phases of the planning process.” The proposed property owner-initiated amendment to the adopted *Springfield Development Code* is subject to the City’s acknowledged legislative plan amendment process which is a Type 4 land use action under SDC 5.1.600. The applicable Code sections include SDC 5.1.600 – Type 4 Procedures, SDC 5.1.615 – Type 4 Notice and 5.6.100 Development Code Adoption or Amendment. SDC 5.1.610(A) requires a public hearing before the Springfield Planning Commission and a public hearing before the Springfield City Council, and includes specifications for the content, timing and method of public notice (see description following).

Finding 11: The Planning Commission public hearing to consider the proposed amendments was opened on November 5, 2024 and continued on the record to November 19, 2024 at 7:00 PM. The original public hearing date was advertised in the October 24, 2024 edition of the *Chronicle* newspaper. Additionally, staff posted notices of the scheduled public hearing on the City’s website, on the Public Notices board in the lobby of City Hall and on the digital display in the Development & Public Works office lobby. Because the proposed amendments are not site-specific, mailed and site posted notices were not provided for the public hearing.

Finding 12: At the time the meeting agenda, Agenda Item Summary (AIS), covering staff report and supporting documents were posted on the Springfield Planning Commission website (<http://springfielddoregonspeaks.org>) in the week prior to the November 5, 2024 meeting, the public was invited to provide comments by email or through the Planning Commission webpage. Additional information was also provided to the public for how to attend the public hearing meeting via online meeting platform or by phone. A summary of the submitted public and applicant testimony is provided as Attachment 2.

Finding 13: The recommendations of the Planning Commission to the Springfield City Council and Lane County Board of Commissioners will be included with the covering Agenda Item Summary (AIS) for consideration at a joint public hearing with the Lane County Board of Commissioners that will be scheduled in early 2025. Because of the delay between the two scheduled public hearing meetings, staff will be completing another round of public notice in early 2025 for the joint City Council and Lane County Board of Commissioners public hearing. The notice for this proposed Development Code text amendment complies with SDC 5.1.615 and is consistent with Goal 1 requirements.

Goal 2 – Land Use Planning

Applicant's Findings:

“GOAL 2: Land Use Planning - To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Goal 2 requires local plans and regulatory measures to be consistent with statewide goals and requires land use decisions be supported by an adequate factual basis. Goal 2 also requires that comprehensive plan amendments be adopted after a public hearing by the governing body that provides citizens an opportunity to comment on the proposed amendment. Goal 2 establishes a land use planning process and policy framework as a basis for all land use decisions and requires the development of an adequate factual base to support these decisions. A minor change is one that does not have significant effect beyond its immediate area and is based on special studies or information. The SDC implements Goal 2 by providing state-acknowledged procedures and criteria governing land use decisions. This Code amendment will be considered by the Planning Commission and City Council following two public hearings. This application is being processed in compliance with the requirements of SDC and thus complies with Goal 2.”

Finding 14: Goal 2 – Land Use Planning outlines the basic procedures for Oregon’s statewide planning program. In accordance with Goal 2, land use decisions are to be made in accordance with a comprehensive plan, and jurisdictions are to adopt suitable implementation ordinances that put the plan’s policies into force and effect. Consistent with the City’s coordination responsibilities and obligations to provide affected local agencies with an opportunity to comment, the City sent a copy of the application submittals to the following agencies: Willamalane Park & Recreation District; Springfield Utility Board (water, groundwater protection, electricity and energy conservation); Lane 911; United States Postal Service; Northwest Natural Gas; Emerald People’s Utility District; Rainbow Water District; Eugene Water and Electric Board – Water and Electric Departments; Springfield School District #19 Maintenance, Safe Routes to School and Financial Services; Lane County Transportation, County Sanitarian; Lane Regional Air Pollution Authority; Comcast Cable;

CenturyLink; Lane Transit District; and ODOT Planning and Development, State Highway Division. Additionally, notice was provided electronically to DLCD on September 26, 2024.

Finding 15: The City's Development Code is the principal document for implementing land use planning policies, procedures and regulations in Springfield. As such, the City's Development Code is also a key mechanism used to implement the goals and policies of the City's adopted comprehensive plans including the *Springfield Comprehensive Plan*, *Metro Plan* and neighborhood-specific Refinement Plans. The public hearing process used for amendments to the Development Code is specified in SDC 5.6.100.

Finding 16: The proposed text amendments affect the Campus Industrial District, which is a plan designation and zoning that is applied within the City's Urban Growth Boundary. The CI District zoning and associated regulations therefore affect both incorporated and unincorporated properties within the North Gateway area of Springfield. Because it affects a land use district that is applied both inside and outside the City limits, the proposal is classified as a Type 4 amendment to the Springfield Development Code that is approved by Springfield and co-adopted by Lane County in accordance with SDC 5.1.625(C).

Finding 17: The proposed Development Code amendments are not site-specific and are therefore processed as a Type 4 legislative action as described in SDC 5.1.605. The process observed for the proposed Development Code text amendments is consistent with the policies pertaining to Development Code – Adoption or Amendment. Additionally, the proposed amendments have been initiated in accordance with the provisions of the City's acknowledged comprehensive plan and Development Code (SDC 5.6.105). Based on the above findings, the proposed Development Code text amendments are consistent with City ordinances, policies and procedures adopted to comply with Goal 2 requirements. Notice and coordination requirements "with those local governments, state and federal agencies and special districts which have programs, land ownerships, or responsibilities within the area" that includes this proposal have been provided consistent with Goal 2.

Goal 3 – Agricultural Lands

Applicant's Findings:

"GOAL 3: Agricultural Lands- To preserve and maintain agricultural lands.

The Code amendments only apply to property in the Springfield Urban Growth Boundary and do not affect any land designated for agricultural use. Goal 3 is not applicable."

Goal 4 – Forest Lands

Applicant's Findings:

"GOAL 4: Forest Lands - To conserve forest lands by maintaining the forest and base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

The Code amendments only apply to property in the Springfield Urban Growth Boundary and do not affect any land designated for forest use. Goal 4 is not applicable.”

Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces

Applicant’s Findings:

“GOAL 5: Open Spaces, Scenic and Historic Areas, and Natural Resources - To protect natural resources and conserve scenic and historic areas and open spaces.

Goal 5 requires the conservation of open space and the protection of numerous natural, cultural, historic and scenic resources. The goal applies to the following resources: riparian corridors, water and riparian areas and fish habitat, wetlands, wildlife habitat, mineral and aggregate resources, energy sources, natural areas, scenic views and sites, open space, groundwater resources, wilderness areas, historic resources, cultural areas, Oregon recreational trails, federal wild and scenic waterways and state scenic waterways. OAR 660- 023-0010 and 0020 include definitions, standards and specific rules applicable to each Goal 5 resource inventoried for conservation under the Goal.

Goal 5 resources listed above have been appropriately considered by the City of Springfield in the Plan. The code amendment does not propose a change to the City’s list of Goal 5 resources or propose a change to any regulatory measures related to Goal 5. The proposed request will not allow uses that could be in conflict with a significant Goal 5 resource site. Goal 5 is not applicable.”

Finding 18: Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources applies to more than a dozen natural and cultural resources, such as wildlife habitats and wetlands, and establishes a process for each resource to be inventoried and evaluated. The proposed Development Code text amendments do not affect historic resources listed in the City’s Register of Historic Sites, natural resources listed in the City’s adopted Natural Resources Study, or any open space resource in the adopted 2023 Willamalane Park & Recreation District Comprehensive Plan. Therefore, Goal 5 is not applicable.

Goal 6 – Air, Water and Land Resources Quality

Applicant’s Findings:

“GOAL 6: Air, Water and Land Resource Quality - To maintain and improve the quality of the air, water and land resources of the state.

Goal 6 is generally implemented during the comprehensive planning process and local regulations. The City of Springfield’s Environmental Services Division (ESD) coordinates the City’s compliance with applicable state and federal environmental quality statutes. ESD manages multiple programs to maintain compliance with Goal 6 including: 1) Water Resources Programs, such as implementing the City’s National Pollutant Discharge Elimination System (NPDES) stormwater discharge permit, 2) Industrial Pretreatment Program such as administering the Pollution Management Practice programs, and 3) Wastewater & Stormwater Programs.

As Goal 6 pertains to site-specific development, it requires that adequate protective measures are taken to ensure the maintenance of air, water and land quality. This code amendment will encourage economically viable uses within a Business Park and does not contain any specific proposed

development. Any new development must comply with applicable local, state, and federal air and water quality standards. Business Parks are only specifically listed as permitted in the CI District and these areas are generally served by adequate water and sanitation facilities. The Code amendments clarify and expand permitted uses in Business Parks and do not produce or discharge any product or by-product that would degrade the quality of the air, water, and land resources. The proposed code amendment does not alter the City's acknowledged compliance with Goal 6."

Finding 19: Goal 6 – Air, Water and Land Resources Quality applies to local comprehensive plans and the implementation of measures consistent with state and Federal regulations on matters such as clean air, clean water, and preventing groundwater pollution. The proposed Development Code text amendment does not affect City ordinances, policies, plans, and studies adopted to comply with Goal 6 requirements. Therefore, this action does not alter the City's acknowledged compliance with Goal 6.

Goal 7 – Areas Subject to Natural Hazards

Applicant's Findings:

"GOAL 7: Areas Subject to Natural Disasters or Hazards - To protect people and property from natural hazards.

The Metro Plan and the SDC are acknowledged to be in compliance with all applicable statewide land use goals, including Goal 7. The City of Springfield has existing programs, policies, zoning overlays, and development standards to regulate development in areas subject to natural disasters and hazards. There is no development proposed with this code amendment. Goal 7 is not applicable."

Finding 20: Goal 7 – Areas Subject to Natural Hazards applies to development in areas such as floodplains and potential landslide areas. Local jurisdictions are required to apply "appropriate safeguards" when planning for development in hazard areas. The City has inventoried areas subject to natural hazards such as the McKenzie and Willamette River floodplains and potential landslide areas on steeply sloping hillsides. The Campus Industrial District in the north Gateway area of Springfield contains mapped 100-year flood hazard areas of the McKenzie River. Any future development or redevelopment affecting Campus Industrial sites will be subject to the provisions of the City's Floodplain Overlay District (SDC 3.3.400) and the Site Plan Review processes described in SDC 5.17.100.

Finding 21: The proposed Development Code text amendment has no effect on City ordinances, policies, plans, and studies adopted to comply with Goal 7 requirements and siting standards for development within hillside areas or the mapped flood hazard area of the McKenzie and Willamette Rivers. Therefore, this action has no effect on the City's acknowledged compliance with Goal 7.

Goal 8 – Recreational Needs

Applicant's Findings:

"GOAL 8: Recreational Needs - To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8 addresses the recreational needs of Oregon residents and visitors. Provisions of this goal are appropriately implemented by a legislative process as part of periodic review of the Plan. The City of Springfield evaluated projected population growth, changes in community demographics, and the recreational needs of citizens and visitors. In compliance with Goal 8, the Plan Diagram designates areas needed for Parks and Open Space.

The Code amendments will not affect the City's supply of land available for recreation areas or recreational facilities. The Code amendments will not have a direct impact on recreational needs and will continue to allow bicycle paths, pedestrian trails, and parks as allowed uses associated with Business Parks. Goal 8 is not applicable."

Finding 22: Goal 8 – Recreational Needs requires communities to evaluate their recreation areas and facilities and to develop plans to address current and projected demand. The provision of recreation services within Springfield is the responsibility of Willamalane Park & Recreation District. Willamalane has just adopted a new Comprehensive Plan for the provision of park, open space and recreation services for Springfield (2023 *Willamalane Comprehensive Plan*). The 2023 *Willamalane Comprehensive Plan* was co-adopted by the City of Springfield and Lane County. The *Willamalane Comprehensive Plan* provides current and updated information about the City's recreational needs under Goal 8. Because the proposed Development Code text amendments do not affect the *Willamalane Comprehensive Plan* specifically or recreational needs in general, Goal 8 is not applicable.

Goal 9 – Economic Development

Applicant's Findings:

"GOAL 9: Economy of the State - To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

The purpose of Goal 9 is to diversify and improve the economy of the State and is primarily applicable to commercial and industrial development. In 2007 the Oregon legislature adopted House Bill 3337 establishing land use planning requirements for the Eugene-Springfield Metro area. ORS 197.304 established a mandate that Springfield and Eugene separately determine the projected 20-year need for housing and establish separate Urban Growth Boundaries to meet housing needs. Although ORS 197.304 only required separate UGBs for housing, it was implicit that the two cities independently plan for other land use needs including employment growth, as defined by Goal 9. Pursuant to Goal 9, in 2010, Lane County and the cities of Springfield and Eugene approved the Regional Prosperity Economic Development Plan providing a framework to better align regional economic growth with the area's assets and values.

Given the complexity involved with addressing ORS 197.304, the City of Springfield chose to phase adoption of various amendments to the Plan. To address OAR 660-009-0015(1) and (4), the City of Springfield prepared an Economic Opportunities Analysis (EOA) to review 'the types and amounts of industrial and other employment uses likely to occur in the planning area.' The EOA identified Target Industries including 'Medical Services' and 'Professional and Technical Services' suitable for Business Parks. Existing city approved Business Parks are on developed sites that were not included on the City of Springfield inventory of vacant Commercial Industrial Buildable Land (CIBL). The CIBL also concluded there were not enough large vacant sites within the City of Springfield UGB to

accommodate the projected economic growth. Relevant City of Springfield economic development strategies include:

- Provide sites with a variety of site characteristics to meet both commercial and industrial economic opportunities, including sites that are available for relatively fast development. This includes large sites for major employers.*
- Support and assist existing businesses within Springfield by assessing what kind of assistance businesses need and developing programs to meet that need.*
- 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.*
- Maintain flexibility in planning through providing efficient planning services and developing planning policies to respond to the changing needs of businesses.*

On December 5, 2016, the City of Springfield adopted Ordinance No. 6361 amending the Springfield Urban Growth Boundary and adopting the Springfield 2030 Comprehensive Plan (2030 Plan) Economic and Urbanization Policy Elements. The 2030 Economic Element provides policy direction to address the community's commercial, industrial, and other employment development needs and supplants the Economic Element in the Metro Plan.

The Code amendments will increase the uses permitted in Business Parks while retaining existing standards requiring landscaping, pedestrian amenities, and other site features. The Code amendments will help meet a key economic goal to support the health care cluster. Since the existing Business Parks are located within a block of frequent transit service and are on a major bike route, the code amendment will also support City policies encouraging multi-modal transportation corridors. The Code amendments will implement the City goal to diversify the local economy and will respond to changing economic conditions described above in Part II [see application materials presented as Exhibit C]. The Code amendments will not have an adverse impact on the availability of suitable sites for a variety of economic activities. The Code amendments will provide the following economic benefits:

- 1. Provide more diverse uses supporting new employment opportunities that result in both direct and indirect benefits to the local economy.*
- 2. Strengthen City of Springfield target industries of "Medical Services" and Professional and Technical Services."*
- 3. Stimulate economic viability of the existing Business Parks.*

For further information regarding the Code amendments compliance with the City of Springfield 2030 Economic Element, please refer to the analysis above regarding SDC 5.6.115(A)(1)."

Finding 23: Under Goal 9 – Economic Development, the proposed legislative amendment must ensure that there is enough serviceable land within the Springfield UGB to meet the industrial and commercial site needs identified in the *Economic Element* and the City's acknowledged *Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis* (CIBL-EOA). The

CIBL identifies the City's needed sites for employment uses based on use categories and site size ranges, rather than by cumulative area needed within the UGB.

Finding 24: The proposed Development Code text amendments do not affect the City's inventory of buildable land but would provide enhanced opportunities for existing and future business parks within the Campus Industrial District. Additionally, the proposed text amendments target key industries that are gravitating to the north Gateway area due to the proximity of the Sacred Heart Medical Center at Riverbend and other employers.

Conclusion: The proposal does not have an impact on the City's CIBL and would have the effect of clarifying and expanding upon the allowable uses for business park offices in the CI District. Based on the above findings, this proposal is consistent with Goal 9.

Goal 10 - Housing

Applicant's Findings:

“GOAL 10: Housing - To provide for the housing needs of citizens of the state.

Goal 10 is intended to provide for the housing needs of the citizens of the State. The Code amendments do not impact the buildable land supply for housing. Goal 10 is not applicable.”

Finding 25: Goal 10 – Housing applies to the planning for – and provision of – needed housing types, including multi-family and manufactured housing. Goal 10 requires the City to evaluate and maintain a sufficient buildable land base for projected housing needs over the forecast period. The City monitors and updates the calculated acreage of residential buildable lands when redesignation and rezoning actions affect the net acreage attributed to Low-, Medium-, and High-Density Residential uses.

Finding 26: The proposed legislative amendment to the Development Code does not affect the City's inventory of residential land. Because there is an existing surplus of residential land in the City, the proposed Development Code text amendment does not have an effect on the City's Goal 10 compliance. Therefore, Goal 10 is not applicable.

Goal 11 – Public Facilities and Services

Applicant's Findings:

“GOAL 11: Public Facilities and Services - To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The Code amendments will not affect the City or other service providers' ability to provide public facilities and services.”

Finding 27: Goal 11 – Public Facilities and Services addresses the efficient planning and provision of public services such as sewer, water, law enforcement, and fire protection. In accordance with OAR 660-011-0005(5), public facilities include water, sewer and transportation facilities, but do not include buildings, structures or equipment incidental to the operation of those facilities. The proposed

Development Code text amendments cannot result in permitted uses that will have an adverse effect on the demand for public facilities and services provided to properties within the Campus Industrial District. The CI District area of Springfield is already planned for a variety of manufacturing, corporate headquarter, business park and research and development uses and the public facilities serving this area have been designed accordingly.

Finding 28: Goal 11 compatibility is typically determined at the time of initial property annexation. Sites that are outside the current City limits but within the Urban Growth Boundary must demonstrate that urban utilities and services can be provided in an orderly and efficient fashion. The City and utility providers typically employ a 20-year development horizon for the Campus Industrial district in sizing facilities and infrastructure to serve this area of Springfield. Once urban development is initiated on a property, the developer must demonstrate through land use and building permitting, the physical construction of improvements, and installation of connections to urban utilities and services that these Goal 11 requirements have been met. Changes to building tenancies and allowable secondary uses do not typically change the serviceability of these properties to be adequately provided with the full suite of urban services and utilities, including police and emergency response. Major changes to on-site uses or wholesale site redevelopment requires review by the City and service providers to ensure the existing facilities are adequate to meet the needs of the new use. Where deficiencies are identified the onus is on the developer, not the City, to ensure the necessary services and facilities are available and installed to accommodate the new or modified use. Because the proposed text amendments do not appreciably change the types or impacts of allowable uses in Business Parks from what is currently allowed and urban services and utilities already serve the Campus Industrial district there is no extensive Goal 11 analysis required for this proposal. The respondents' argument that the proposal requires additional Goal 11 and 12 analysis is found to have no merit.

Finding 29: The proposed amendments to the CI District affect business parks exclusively. Existing and future business parks in the CI District will need to demonstrate that sufficient public facilities and services exist or can be extended in an orderly and efficient manner to allow for the full range of office uses allowed by the amended provisions of the zoning district. Review of available public facilities and services is typically done through the Site Plan Review process for properties already in the City limits.

Conclusion: The proposed Development Code text amendments do not have an effect on the City's Goal 11 compliance.

Goal 12 – Transportation

Applicant's Findings:

“GOAL 12: Transportation - To provide and encourage a safe, convenient and economic transportation system.

Goal 12 is implemented through the provisions of the State Transportation Planning Rule (TPR) OAR 660, Division 12) which was adopted by LCDC in 1991. OAR 660-012-0060(1) requires that amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified function, capacity, and level of service of the facility.

To determine whether the Code amendments will significantly affect a transportation facility, the TPR lists specific criteria against which the Code amendments are to be evaluated. The TPR provides that a land use regulation amendment significantly affects a transportation facility if it:

- a) Changes the functional classification of an existing or planned transportation facility;*
- b) Changes standards implementing a functional classification system;*
- c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or,*
- d) Would reduce the level of service of the facility below the minimum acceptable level identified in the TSP (Transportation System Plan).*

Sandow Engineering conducted the required TPR analysis of the Code amendments and concluded:

- The addition of development trips does not trigger any intersections to not meet the LOS standards.*
- The intersection of Gateway St at Beltline Rd currently operates at LOS F during the PM peak hour. The City has identified improvements at this intersection, which are reasonably assumed to be constructed within the 20-year planning horizon. With these improvements, the intersection will meet the mobility standards.*
- The addition of development traffic does not substantially increase queuing conditions.*
- There is no off-site mitigation needed for the proposed impacts.*
- TPR findings are demonstrated to be met.*

For a complete analysis of how the application meets Goal 12 and the TPR, please see Exhibit C.”

Finding 30: The Transportation Planning Rule (TPR), Oregon Administrative Rule OAR 660-12-0060, requires local governments to put in place mitigation measures as provided in the TPR whenever an amendment to a functional plan, an acknowledged comprehensive plan, or land use regulation (including an amendment to the Development Code) would “significantly affect” an existing or planned transportation facility. The subject application proposes to amend the Springfield Development Code regulations for Business Parks in the Campus Industrial zoning district.

Finding 31: To address the proposal’s compliance with Goal 12, the applicant has submitted a TPR Analysis addressing potential vehicle trip generation and traffic impacts associated with the proposed Development Code amendments to show compliance with the TPR at OAR 660-012-0060. The applicant’s TPR Analysis can be found in Exhibit C with the application materials submitted for the proposed Development Code text amendment. The City’s Transportation Planning Engineer has reviewed the TPR Analysis and concurs with the applicant’s trip generation methodology, findings and conclusions, which are adopted as findings herein. The applicant’s TPR Analysis provides Trip Generation, traffic queuing and intersection performance scenarios for the existing and uses in Business Parks within the Campus Industrial District. The trips generated by the existing Campus Industrial District were compared to the proposed amended Campus Industrial District under “reasonable most traffic-generating use” conditions.

Finding 32: Under the TPR, a land use regulation amendment may result in a “significant affect” under OAR 660-012-0060(2)(a) and (b) by changing the functional classification of an existing or planned transportation facility or by changing the standards implementing a functional classification system.

Finding 33: The applicant’s TPR Analysis shows that the anticipated mix and levels of traffic are consistent with that found in the vicinity (i.e. the “study area”) and therefore the proposed Development Code text amendments would not require a change in functional classification of any planned or existing facility.

Finding 34: The applicant’s TPR Analysis shows that the standards for implementing the functional classification system are found in the City’s adopted *Transportation System Plan* (TSP). The standards are based on street connectivity and spacing; types and amounts of travel modes; and mobility. The proposed Development Code text amendments do not require a modification to the standards for the street functional classification system detailed in the City’s TSP. Because the proposed amendments do not alter the functional classification of any facility or change any standards for implementing the functional classification system they do not result in a “significant affect” under OAR 660-012-0060(1)(a) or (b).

Finding 35: Under the TPR, an amendment to a land use regulation may also result in a “significant affect” if it would result in any of the effects listed under OAR 660-012-0060(1)(c) “based on projected conditions measured at the end of the planning period identified in the adopted TSP.”

Finding 36: Under subsection (1)(c) of the TPR, a “significant affect” occurs if the proposed amendment(s) would result in types or levels of travel or access that are inconsistent with the identified functional classification of the existing or planned transportation facilities, that degrade the performance of an existing or planned transportation facility such that it would not meet performance standards identified in the TSP, or that degrade the performance of an existing or planned transportation facility that is otherwise not projected to meet the performance standards identified in the TSP.

Finding 37: The applicant’s TPR Analysis concludes that Gateway Street and Beltline intersection already operates a Level of Service (LOS) F during the PM Peak Hour. The intersection is projected to have mitigation measures constructed within the 20-year planning horizon, which ensures that the intersection improves its LOS to meet mobility standards. The added trips from the proposed Development Code text amendment would not worsen the degraded performance standard.

Conclusion: The applicant’s narrative, findings and submitted TPR Analysis along with staff findings above are adopted herein as findings and conclusions in support of the proposal’s conformance with Goal 12. Therefore, the proposal complies with Goal 12.

Goal 13 – Energy Conservation

Applicant’s Findings:

“GOAL 13: Energy Conservation - To conserve energy.

The Code amendments will not amend or affect any land use regulations enacted to implement Goal 13. All new development will be required to comply with local, state and federal codes related to energy conservation. Goal 13 is not applicable.”

Finding 38: The proposed Development Code text amendment does not affect the City's ordinances, policies, plans, or studies adopted to comply with Goal 13 requirements. Future applicants for Business Park development within the Campus Industrial District will have an opportunity to incorporate suitable energy conservation measures when detailed construction plans are prepared for the projects. The City's building codes comply with all Oregon State Building Codes Agency standards for energy efficiency in commercial and industrial building design. The City's conservation measures applicable to storm water management, temporary storage, filtration and discharge would apply to any campus industrial uses developed within the CI zoning district; therefore, this action has no effect on the City's acknowledged compliance with Goal 13.

Goal 14 - Urbanization

Applicant's Findings:

“GOAL 14: Urbanization - 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 Code amendments do not propose to expand the Urban Growth Boundary thus does not require a review of the transition of rural to urban land uses. Therefore, the provisions of Goal 14 and OAR Chapter 660, Division 24 (Urban Growth Boundaries) are not applicable.”

Finding 39: Goal 14 – Urbanization requires cities to estimate future growth rates and patterns, and to incorporate, plan, and zone enough land to meet the projected demands. When completing its Commercial and Industrial Buildable Land (CIBL) inventory the properties designated for Campus Industrial use were classified as vacant, partially developed or developed based on current development patterns and uses at the time of the inventory. The City has since expanded the Urban Growth Boundary to incorporate needed employment lands and there is no longer a deficit of large (20+ acre) industrial parcels in the City's employment lands inventory. The proposed Development Code text amendment does not affect the City's adopted ordinances, policies, plans, or studies adopted to satisfy the compliance requirements of Goal 14.

Goal 15 – Willamette River Greenway

Applicant's Findings:

“GOALS 15-19: Goals 15 through 19 are inapplicable to this application as they are geographically oriented and only apply to the Willamette River Greenway and coastal resources.”

Finding 40: Goal 15 – Willamette River Greenway establishes procedures for administering the 300 miles of greenway that borders the Willamette River, including portions that are inside the City limits and UGB of Springfield. The Campus Industrial Zoning District is specific to the north Gateway area of Springfield and is not within the adopted Willamette River Greenway Boundary area. Therefore, this goal is not applicable and this proposed action has no effect on the City's acknowledged compliance with Goal 15.

Goal 16 – Estuarine Resources

Goal 17 – Coastal Shorelands

Goal 18 – Beaches and Dunes

Goal 19 – Ocean Resources

Finding 41: As stated in the applicant’s findings, Goals 16-19 are not applicable to this proposal.

Conclusion: The proposal meets Criterion 3.

(B) Applications specified in SDC 5.6.105 may require co-adoption by the Lane County Board of Commissioners.

Finding 42: The proposed Development Code text amendments affect the entire Campus Industrial zoning district, which includes properties both inside and outside the current City limits. Therefore, co-adoption by the Lane County Board of Commissioners is necessary.

Finding 43: The Lane County Planning Director stated that initial review of the proposed Development Code text amendments by the County Planning Commission is not necessary under the provisions of the 1986 *Urban Transition Agreement* with Springfield. Therefore, the initial public hearing was held with the Springfield Planning Commission only.

Finding 44: Staff has looked at projected meeting schedules for 2025 and anticipates that the Springfield City Council and Lane County Board of Commissioners will conduct a joint public hearing for the proposed Development Code text amendments in early 2025.

Conclusion: The proposed Development Code text amendment public hearing schedule and adoption process anticipates co-adoption by the Lane County Board of Commissioners. Therefore, this criterion is met.

Applicant’s Summary:

“The 2022 SDC updates were intended to be ‘policy neutral’ with the purpose of modernizing the Industrial District code and expanding flexibility to include Target Industries, such as medical services. However, Business Park uses were not specifically addressed in the SDC 2022 updates and some uses were removed. Therefore, the proposed Code amendments:

- 1) Continue to permit all primary, secondary, and accessory uses allowed in the CI District,*
- 2) Reinstates the limit of Business Parks to 40% of the gross acres of the CI District,*
- 3) Expand uses to include Target Industries such as ‘Medical Services,’ ‘Professional and Technical Services,’ ‘Educational Services,’ and ‘Health Services for Seniors’,*
- 4) Removes requirement to serve on-site uses/employees and allows uses to serve the public, and*
- 5) No longer limits each secondary use to a maximum of 2,500 square feet and allows secondary uses to occupy a maximum of 40 percent of the total gross floor area of the Business Park.*

The Code amendments further address the intent of the 2022 SDC updates by clarifying the existing Industrial Use Category of Corporate or Regional Headquarters and adding a new Industrial Use Category for Business Parks. This written narrative, including Findings of Fact, exhibits, and technical reports, offer substantial evidence to support approval of the Code amendments in compliance with SDC 5.6.115.”

Conclusion

The applicant’s submitted narrative, supporting TPR Analysis and findings of fact are incorporated herein by reference and are adopted as findings and conclusions herein. Responses have been provided to opposing testimony submitted at the November 5, 2024 public hearing meeting, on November 18 and during the November 19 public hearing meeting. The issues raised by respondents in their testimony have been acknowledged and addressed herein. The applicant and staff have responded to the submitted testimony by further amending the proposed Development Code text amendments as presented in the final legislative version found in Attachment 1, Exhibit A. Based on the findings and conclusions herein, the proposed Development Code text amendments comply with the criteria found in SDC 5.6.115.

Lane County
ATTACHMENT 2

Ordinance No. 16-86 with Exhibits

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO. 16-86) IN THE MATTER OF AMENDING CHAPTER
) 10 OF LANE CODE TO TRANSFER THE
) ADMINISTRATION OF LAND USE REGU-
) LATIONS TO THE CITY OF SPRINGFIELD,
) ADOPT THE SPRINGFIELD DEVELOPMENT
) CODE FOR APPLICATION WITHIN
) THE SPRINGFIELD URBAN GROWTH
) BOUNDARY, ADOPT A SEVERABILITY
) CLAUSE, DECLARE AN EMERGENCY,
) AND SET AN EFFECTIVE DATE OF
) DECEMBER 1, 1986.

WHEREAS, the Lane County Board of Commissioners adopted Order No. 85-3-13-1 (see attached Exhibit "A") which, among other items, recognized the following:

1. Within the Urban Growth Boundary of Eugene and Springfield, the Cities are the principal providers of urban services.
2. The County shall coordinate closely with other jurisdictions to ensure continued delivery of effective and efficient urban services.
3. The County shall transfer or reduce the urban services which it provides in the metropolitan area; and

WHEREAS, the Lane County Board of Commissioners approved Order No. 86-6-4-3, adopting an agreement regarding the transfer of building and land use responsibilities within the urbanizable portion of the Springfield Urban Growth Boundary (see attached Exhibit "B"); and

WHEREAS, pursuant to the authority granted them, the County Administrator and Springfield City Manager have adopted an agreement to implement the policy directions of the elected officials for the transfer of building and land use responsibilities within the urbanizable portion of the Springfield Urban Growth Boundary (see attached Exhibit "C"); and

WHEREAS, pursuant to the adoption of Ordinance No. 12-86 (see attached Exhibit "D"), the Lane County Board of Commissioners has already transferred to Springfield building regulatory responsibilities for the urbanizable portion of the Springfield Urban Growth Boundary; and

WHEREAS, the Board is prepared to revise Lane Code, Chapter 10, "Zoning", for the purpose of transferring the administration of land use regulations to the City of Springfield within Springfield's Urban Growth Boundary, and for adopting the land use regulations of the City; NOW THEREFORE

The Board of County Commissioners of Lane County ordains as follows:

Chapter 10 of Lane Code is hereby amended by adding the following page, and said page is attached hereto and incorporated by reference.

Remove this Page

Insert this Page

10.600-10 - 10.600-10(3),
i.e. 10-338a
(a total of one new page)

The Springfield Development Code attached hereto, adopted by Lane Code 10.600-15, shall not be codified into Lane Code.

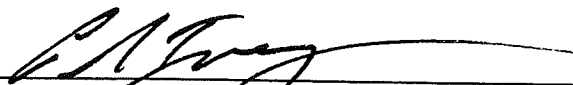
Planning applications accepted prior to the effective date of this Ordinance shall continue to be processed through Lane County.

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

While not part of this Ordinance, we adopt the attached Exhibits "A", "B", "C", and "D" as Findings in support of this decision.

An emergency is hereby declared to exist, and this Ordinance, being enacted by the Board in the exercise of its police power for the purpose of meeting such emergency, and for the preservation of the public peace, health, and safety, shall take effect December 1, 1986.

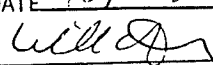
ENACTED this 24th day of November, 1986.



Chairperson, Lane County Board of Commissioners



Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM
DATE 10/30/86 by county


OFFICE OF LEGAL COUNSEL

-10 Springfield Urban Growth Boundary. The City of Springfield shall have the responsibility and the authority to administer its land use regulations on urbanizable land within the Springfield Urban Growth Boundary. For the purpose of this subsection, the following words and phrases shall mean:

(1) Springfield Urban Growth Boundary. All land within the Urban Growth Boundary, as defined by the Eugene-Springfield Metropolitan Area General Plan, east of I-5, excluding the area known as Glenwood (bounded on the north and east by the Willamette River and the west and south by I-5). Refer to Lane County Ordinance No. 9-80, adopted 8-27-80, and as amended by the following Ordinances: 9-80A, 856, 885, 893, 901, 904 and 907.

(2) Urbanizable Land. Urbanizable lands, as defined by the Eugene-Springfield Metropolitan Area Plan, are those unincorporated lands between the Springfield City Limits and the Springfield Urban Growth Boundary.

-15 Applicable Land Use Regulations. Lane County has adopted the following land use regulations to be applied by Springfield on urbanizable land within the Springfield Urban Growth Boundary.

(1) The Springfield Development Code in effect on December 1, 1986.

(2) Copies of these applicable land use regulations shall be on file at the Lane County Management Division.

[10.600-10

Lane Code

10.600-15(2)

-10 Springfield Urban Growth Boundary. The City of Springfield shall have the responsibility and the authority to administer its land use regulations on urbanizable land within the Springfield Urban Growth Boundary. For the purpose of this subsection, the following words and phrases shall mean:

 (1) Springfield Urban Growth Boundary. All land within the Urban Growth Boundary, as defined by the Eugene-Springfield Metropolitan Area General Plan, east of I-5, excluding the area known as Glenwood (bounded on the north and east by the Willamette River and the west and south by I-5). Refer to Lane County Ordinance No. 9-80, adopted 8-27-80, and as amended by the following Ordinances: 9-80A, 856, 885, 893, 901, 904 and 907.

 (2) Urbanizable Land. Urbanizable lands, as defined by the Eugene-Springfield Metropolitan Area Plan, are those unincorporated lands between the Springfield City Limits and the Springfield Urban Growth Boundary.

-15 Applicable Land Use Regulations. Lane County has adopted the following land use regulations to be applied by Springfield on urbanizable land within the Springfield Urban Growth Boundary.

 (1) The Springfield Development Code in effect on December 1, 1986.

 (2) Copies of these applicable land use regulations shall be on file at the Lane County Management Division.]

ORDER NO. 85-3-13-1

(IN THE MATTER OF THE LANE COUN
(OF COMMISSIONERS RECOGNITION O
(CITIES OF EUGENE AND SPRINGFIELD AS
(THE LOGICAL PROVIDERS OF URBAN SERVICES
(WITHIN URBAN GROWTH BOUNDARIES OF THE
(ACKNOWLEDGED EUGENE-SPRINGFIELD METRO
(AREA GENERAL PLAN

EXHIBIT 'A'

WHEREAS, the County of Lane finds that the acknowledged Eugene-Springfield Metropolitan Area General Plan is based on the premise that the two existing cities are the logical providers of services accommodating urban levels of development; and

WHEREAS, it is within the County's interest to participate in resolving the service needs of the presently unincorporated area within the Metropolitan Plan area; and

WHEREAS, the County recognizes the integrated nature of the urban area and the essential role of the central city and wishes to enhance the economic well-being of the entire area; and

WHEREAS, the present lack of services constrains the area's economic development and its residential, commercial and industrial development to the detriment of all the residents of the metropolitan area; and

WHEREAS, a full-range of urban services shall ultimately be provided to urban areas and those services include sanitary sewers, water service, fire service, land use controls, police protection, parks and recreation programs, electric service, storm drainage facilities, street lighting, libraries; and

WHEREAS, the Metropolitan Plan and the Glenwood jurisdictional study have determined the area of jurisdictional responsibility for Eugene and Springfield; and

WHEREAS, the Metropolitan Plan calls for efforts to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of services; and

WHEREAS, the County has adopted the Urbanization Report and a set of Urban Transition Policies; and

WHEREAS, there has been a decline in revenues available for the provision of services, causing the need for greater governmental efficiency; and

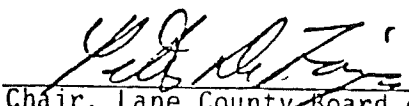
WHEREAS, the County has a desire to work cooperatively with other jurisdictions within the planned urban services boundary to efficiently transfer, increase or consolidate municipal services in an orderly and efficient manner;

NOW THEREFORE, BE IT RESOLVED AND ORDERED by the Board of Commissioners of Lane County that:

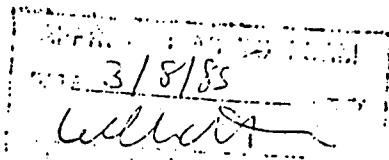
1. the County shall acknowledge the Cities' role as the principal providers of urban services within the established jurisdictional area of the Metropolitan General Plan and shall help plan for the eventual delivery of urban services according to a phased program of improvements meeting the service needs of individual areas.

2. the County shall name two members of the Board to participate on a Metro Urban Transition Policy Committee.
3. the work of this committee on an urban transition/consolidation process shall commence by July 1, 1985 and be completed no later than December 31, 1986.
4. the County shall commit the necessary staff and financial resources for the urban transition/consolidation process including intergovernmental coordination and staffing for the Urban Transition Policy Committee.
5. the County shall coordinate closely with other jurisdictions to ensure continuing delivery of effective and efficient urban services.
6. the County shall transfer or reduce the urban services which it provides in the metropolitan area and encourage the unincorporated areas to obtain those services by means of annexation to the Cities.
7. the County shall assist the Cities with a Public Education Program within the urban services area to inform residents and property owners of the shift in service delivery responsibility and to encourage annexation.

Dated this 13th day of March, 1985.



Chair, Lane County Board of Commissioners



IN THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO. 86-6-4-3

(IN THE MATTER OF ADOPTING AN
(AGREEMENT REGARDING THE
(TRANSFER OF BUILDING AND
(LAND USE RESPONSIBILITIES
(WITHIN THE URBANIZEABLE POR-
(TION OF THE SPRINGFIELD
(URBAN GROWTH BOUNDARY

WHEREAS, the City of Springfield and Lane County are subject to the policy mandates of the Eugene-Springfield Metropolitan Area General Plan, hereinafter referred to as the "Metro Plan;" and

WHEREAS, this Agreement is intended to implement the policy mandates of the Metro Plan; and

WHEREAS, the City of Springfield and Lane County have adopted policy resolutions which call for the transition of urban services in the urbanizable area from Lane County to the City of Eugene; and

WHEREAS, the intergovernmental Urban Service Policy Committee has approved a concept paper outlining the conditions of the transfer of building and land use responsibilities; and

WHEREAS, the following Metro Plan "Growth Management and Urban Service Area" policies support the administration of City authority within the urbanizable portion of the Springfield Urban Growth Boundary:

1. Policy #2, page II-B-3, requires that the location, timing and financing of major public investments that directly influence the growth form of the metropolitan area be planned and coordinated on a metropolitan wide basis.
2. Policy #7, page II-B-4 provides that land within the projected urban service area may be converted from urbanizable to urban only through annexation to a city.
3. Policy #12, page II-B-5, requires that any development taking place within an urbanizable area shall be designed to the development standards of the city which would be responsible for eventually providing a minimum level of key urban services to the area. This policy further provides that with the exception of areas designated "special light industrial" the minimum lot size within the urbanizable area shall be 10 acres.
4. Policy #13, page II-B-5, requires that the creation of lots of under five acres in size in the urbanizable area shall require a city-county Agreement. This Agreement shall be subject to certain ownership, locational and size standards imposed by this policy.
5. Policy #14, page II-B-6, provides that Lane County shall review the siting of all residences on urbanizable lots served by on-site sewage disposal systems.
6. Policy #15, page II-B-6, provides that Lane County shall have the responsibility of approving on-site sewage disposal systems for

urbanizable area uses; and

WHEREAS, the City and the County wish to implement the "Growth Management and Urban Service Area" policy considerations of the Metro Plan by transferring building regulation and land use responsibilities for the urbanizable portion of the Springfield Urban Growth Boundary from the County to the City; and

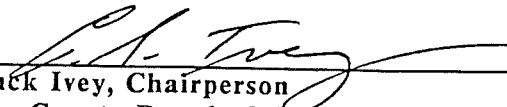
WHEREAS, ORS 190.003 et seq provides for intergovernmental agreements between units of local government, including the City of Springfield and Lane County, to allow the performance of functions or activities of one unit of local government for another; and

WHEREAS, ORS 190.003 et seq requires that an intergovernmental agreement contemplating the performance of functions or activities by one unit of local government for another shall specify the responsibilities between the parties; and

WHEREAS, the Board of County Commissioners of Lane County has met at a public meeting to consider the adoption of this Agreement and is desirous of adopting the Agreement; NOW

THEREFORE BE IT ORDERED that the Lane County Board of Commissioners adopts the Agreement attached and described as Exhibit "A" and, in so doing, authorizes James R. Johnson, County Administrator for Lane County, to consign and execute the Agreement with the City of Springfield.

DATED this 4th day of June, 1986.



Chuck Ivey, Chairperson
Lane County Board of Commissioners

AGREEMENT REGARDING THE TRANSFER OF BUILDING AND
RESPONSIBILITIES WITHIN THE URBANIZABLE PORTION (
SPRINGFIELD URBAN GROWTH BOUNDARY

ORD. NO. 16-86

EXHIBIT 'C'

THIS AGREEMENT is entered into pursuant to the authority granted in Chapter 190 of Oregon Revised Statutes and in accord with the policy guidance provided by the Eugene-Springfield Metropolitan Area General Plan, by and between the CITY OF SPRINGFIELD, a local municipality of the State of Oregon, hereinafter called the "City," and the COUNTY OF LANE, a political subdivision of the State of Oregon, hereinafter called the "County," as the parties hereto to provide for the transition of responsibility for certain services from the County to the City.

RECITALS

WHEREAS, the City and the County are subject to the policy mandates of the Eugene-Springfield Metropolitan Area General Plan, hereinafter referred to as the "Metro Plan;" and

WHEREAS, this Agreement is intended to implement the policy mandates of the Metro Plan; and

WHEREAS, the City and the County have adopted policy resolutions which call for the transition of urban services in the urbanizable area from the County to the City; and

WHEREAS, the intergovernmental Urban Services Policy Committee has approved a concept paper outlining the conditions of the transfer of building and land use responsibilities; and

WHEREAS, the following Metro Plan "Growth Management and Urban Service Area" policies support the administration of City authority within the urbanizable portion of the Springfield Urban Growth Boundary:

1. Policy #2, page II-B-3, requires that the location, timing and financing of major public investments that directly influence the growth form of the metropolitan area be planned and coordinated on a metropolitanwide basis.
2. Policy #7, page II-B-4 provides that land within the projected urban service area may be converted from urbanizable to urban only through annexation to a city.
3. Policy #12, page II-B-5, requires that any development taking place within an urbanizable area shall be designed to the development standards of the city which would be responsible for eventually providing a minimum level of key urban services to the area. This policy further provides that with the exception of areas designated "special light industrial" the minimum lot size within the urbanizable area shall be 10 acres.
4. Policy #13, page II-B-5, requires that the creation of lots of under five acres in size in the urbanizable area shall require a city-county Agreement. This Agreement shall be subject to certain ownership, locational and size standards imposed by this policy.
5. Policy #14, page II-B-6, provides that Lane County shall review the siting of all residences on urbanizable lots served by on-site sewage disposal systems.

6. Policy #15, page II-B-6, provides that Lane County shall have the responsibility of approving on-site sewage disposal systems for urbanizable area uses; and

WHEREAS, the City and the County wish to implement the "Growth Management and Urban Service Area" policy considerations of the Metro Plan by transferring building regulation and land use responsibilities for the urbanizable portion of the Springfield Urban Growth Boundary from the County to the City; and

WHEREAS, ORS 190.003 et seq provides for intergovernmental agreements between units of local government, including the City and the County, to allow the performance of functions or activities of one unit of local government for another; and

WHEREAS, ORS 190.003 et seq requires that an intergovernmental agreement contemplating the performance of functions or activities by one unit of local government for another shall specify the responsibilities between the parties;

NOW, THEREFORE, PURSUANT TO THE PROVISIONS OF ORS 190.003 et seq, THE CITY AND COUNTY AGREE AS FOLLOWS:

AGREEMENTS

ARTICLE I: PURPOSE

- A. To enable the City to provide municipal services where it is logical and efficient to do so, and to enable the County to reduce the provision of these services in order to enhance the provision of County-wide non-municipal services.
- B. To provide for the orderly transition of municipal services delivery from County to City.
- C. To enable the City and the County to better implement the goals and policies of the "Growth Management and Urban Service Area" section of the Metro Plan.
- D. To provide for the transfer of certain land use and building regulation responsibilities from the County to the City for the urbanizable portion of the Springfield Urban Growth Boundary.
- E. To avoid the duplication of governmental effort and public confusion concerning land development processes and standards.

ARTICLE II: DEFINITIONS

- A. Building Regulations: For the purposes of this Agreement, building regulations shall be the City's currently adopted version of the State Building Specialty Codes and applicable Oregon Administrative Rules. These regulations shall include, but shall not be limited too, the following:
1. Structural Specialty Code and Fire and Life Safety regulations.
 2. Council of Americal Building Officials One and Two Family Dwelling Code.
 3. Mechanical Specialty Code and Mechanical Fire and Life Safety regulations.
 4. Plumbing Specialty Code.
 5. OAR 814-23-055 to 814-23-080, Mobile Home Installation, Tiedown and Accessory Building Requirements.
 6. Uniform Code for the Abatement of Dangerous Buildings.
 7. Electrical Specialty Code and Oregon State Electrical Code for 1 and 2 family dwellings.
 8. OAR Chapter 837, Division 40, Fire and Life Safety Code.
- B. Hearings Officer: As used in this Agreement, the hearings officer means an individual or individuals appointed to implement Type III development procedures through a quasi-judicial decision-making process and to hear and render decisions regarding violations of the land use regulations applied within the urbanizable portion of the Springfield Urban Growth Boundary.
- C. Land Use Regulations: Those regulations, as defined by ORS 197.015(11), applicable to the urbanizable portion of the Springfield Urban Growth Boundary. For the purposes of this Agreement, land use regulations shall include, but shall not necessarily be limited to, the Springfield Development Code.
- D. Springfield Urban Growth Boundary: All land within the urban growth boundary, as defined by the Eugene-Springfield Metropolitan Area General Plan, east of I-5 excluding the area known as Glenwood (bounded on the north and east by the Willamette River and the west and south by I-5).
- E. Urbanizable Land: Urbanizable lands, as defined by the Eugene-Springfield Metropolitan Area Plan, are those unincorporated lands between the Springfield City Limits and the Springfield Urban Growth Boundary.

ARTICLE III: BUILDING SERVICES TO BE TRANSFERRED

A. The County shall, as of November 1, 1986:

1. Transfer to the City the responsibility and authority to administer building regulations, with the exception of the Electrical Specialty Code and the Oregon State Electrical Code for 1 and 2 family dwellings, within the urbanizable portion of the Springfield Urban Growth Boundary.
2. Assist in the transfer of the authority from the State of Oregon to the City for the administration of the Electrical Specialty Code and the Oregon State Electrical Code for 1 and 2 family dwellings.
3. Assist in the transfer of the authority from the State Fire Marshall to the City for the administration of the Fire and Life Safety Code for the urbanizable portion of the Springfield Urban Growth Boundary.
4. Adopt the building regulations of the City.
5. Retain authority over the administration of on-site sewage disposal systems within the urbanizable portion of the Springfield Urban Growth Boundary.
6. Continue to process permits accepted prior to the effective date of this Agreement.

B. The City shall, as of November 1, 1986:

1. Have the responsibility and the authority to administer its building regulations within the urbanizable portion of the Springfield Urban Growth Boundary.
2. Assume all building inspection and plan review responsibilities within the urbanizable portion of the Springfield Urban Growth Boundary and shall receive all fees required for that service.
3. Specify required building permit fees in the Springfield Building and Safety Codes. These fees may differ from fees charged for similar permits inside the City or in the remainder of the County and may be adjusted in the future to more closely reflect the fee schedule for urbanizable lands within the Springfield Urban Growth Boundary.
4. Process appeals of administrative decisions through the Springfield Building Board of Appeals. Appeals from the Building Board shall be to the Oregon Department of Commerce.
5. Hold harmless and indemnify the County from the administration and enforcement of building regulations within the urbanizable portion of the Springfield Urban Growth Boundary.

ARTICLE IV: LAND USE SERVICES TO BE TRANSFERRED

A. The County shall, as of January 1, 1987:

1. Transfer to the City the responsibility and authority to administer land use regulations within the urbanizable portion of the Springfield Urban Growth Boundary.
2. With the City, jointly develop land use regulations to be applied to the urbanizable portion of the Springfield Urban Growth Boundary. Following at least one hearing on these regulations by the planning commissions of Springfield and Lane County, the Springfield City Council and the Lane County Board of Commissioners shall adopt identical versions of these land use regulations.

These jointly developed land use regulations shall include an overlay zoning district which shall require, except in the case of existing single-family residences, "consent to annexation" and "waiver of remonstrance" agreements for all Type II-IV development permits and Type I development permits with respect to new single family residences and duplexes and site plan reviews.

3. Transfer to the Springfield Planning Commission the legislative land use authority for the urbanizable portion of the Springfield Urban Growth Boundary currently exercised by the Lane County Planning Commission.
4. Continue processing permits accepted prior to the effective date of this Agreement.

B. The City shall, as of January 1, 1987:

1. Administer, in conformance with the Metro Plan, the land use regulations jointly developed between the County and the City.
2. Refer each development request pertaining to the urbanizable portion of the Springfield Urban Growth Boundary to the County for comment.
3. Accord the County automatic party status for all development requests administered within the urbanizable portion of the Springfield Urban Growth Boundary and shall exercise final decision-making responsibility only after the County has been provided a reasonable opportunity to make timely recommendations.
4. Assume permit issuance and site inspection duties necessary for the administration of the jointly developed land use regulations within the urbanizable portion of the Springfield Urban Growth Boundary.
5. Have the authority to set all fees for land use regulation and shall receive all fees associated with the implementation of these regulations. These fees for applications affecting urbanizable lands may differ from fees charged for applications inside the City.

6. Prosecute violations of the jointly developed land use regulations as a City Infraction. Prosecution shall be pursuant to the City's administrative hearing procedures and determination before a hearings officer, as provided by Article V of this Agreement.
7. Establish and receive all fees concerning appeals of hearings officer decisions regarding the issuance of land use permits within the urbanizable portion of the Springfield Urban Growth Boundary.
8. The City shall provide for the position of a hearings officer in appropriate code provisions. The City shall remunerate the hearings officer for appeals of administrative decisions made by Springfield in the implementation of the jointly developed land use regulations.
9. Hold harmless and indemnify the County from the administration and enforcement of land use regulations within the urbanizable portion of the Springfield Urban Growth Boundary.

ARTICLE V: APPEALS

- A. Appeals of administrative decisions made by Springfield in the implementation of the jointly developed land use regulations and violations of the City's land use regulations shall be reviewed by a hearings officer.
- B. The position of hearings officer shall be mutually agreed upon and appointed by the City and the County for a period of four years.
- C. A person charged with a violation of the City's land use regulations may appeal a final adverse ruling by the hearings officer through the Writ of Review process provided by ORS Chapter 34 or through other legal mechanisms as appropriate. The City shall defend such appeals as appropriate.
- D. Decisions by the hearings officer regarding the issuance of land use permits within the urbanizable portion of the Springfield Urban Growth Boundary shall constitute the final level of local appeal. Appeals of hearings official decisions regarding the issuance of land use permits shall be to the Oregon Land Use Board of Appeals. The City shall accord the County automatic party status during the prosecution of these appeals.

ARTICLE VI: DISPUTE RESOLUTION

City and County planning and building officials shall attempt to informally resolve any disputes regarding either party's performance or decisions under this Agreement, or regarding the terms, conditions or meaning of this Agreement. Disputes which are not resolved through this informal process shall be resolved by arbitration. Either party may request arbitration upon ten (10) days' prior written notice. If the parties cannot agree to a single arbitrator within ten (10) days of the notice, each party shall have five (5) additional days to select a person to represent the party and the two representatives shall, within five (5) days, select an impartial third person to complete a three-member arbitration panel. The panel shall conduct the arbitration in accordance with the provisions of ORS Ch 33 or the future corresponding provisions of any such

law. The arbitrators shall assess all or part of the cost of arbitration, including attorney's fees, to one or both parties. The decision of the arbitrator shall be final and shall be filed as a judgment in Circuit Court.

ARTICLE VII: AMENDMENT

This Agreement may be modified by mutual consent of both parties according to the procedure outlined in Section B of Article IV of this Agreement. It is recognized that the City may renegotiate the provisions of Section D, Article V of this Agreement, in the event the County and the City of Eugene execute a similar agreement where the role of the Lane County Board of Commissioners in the appeal process differs substantially from the terms of this Agreement.

ARTICLE VIII: TERMINATION

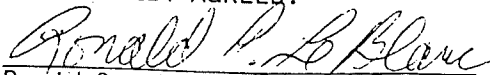
Failure by the County to adopt the City's land use and building regulations within the timeframes specified within this Agreement for the transfer of services shall, without prejudice, automatically terminate this Agreement. This Agreement may be terminated at will until the provisions of this Agreement have been implemented. Following the implementation of the provisions of this Agreement, this Agreement shall continue indefinitely unless terminated by either party upon twelve (12) months advance written notification provided to the other party.

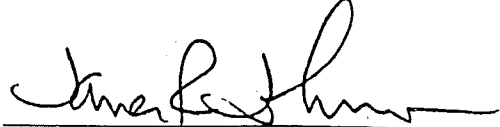
ARTICLE IX: SEPARABILITY

If any Article, section, subsection, clause or phrase of this Agreement is determined by any court or arbitrator of competent jurisdiction, to be invalid or unenforceable for any reason, such determination shall not affect the validity of the remaining Agreement, which shall continue to be in effect.

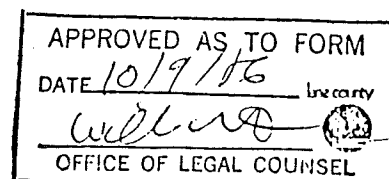
IN WITNESS WHEREOF, the authorized representatives of the City and County, as parties hereto, acting pursuant to the authority granted to them, have

HEREBY AGREED:


~~David Campbell~~ Ronald P. LeBlanc
Acting City Manager
City of Springfield


James R. Johnson
County Administrator
Lane County

clgdagr3



IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO. 12-86

) IN THE MATTER REVISING LANE
) CODE CHAPTER 11 TO TRANSFER
) BUILDING CODE AUTHORITY TO
) CITY OF SPRINGFIELD WITHIN
) THE URBAN GROWTH BOUNDARY
) OF SPRINGFIELD, AND DECLARING
) AN EMERGENCY

WHEREAS, the Lane County Board of Commissioners adopted Order No. 85-3-13-1, which, among other items, recognized the following:

1. Within the Urban Growth Boundary of Eugene and Springfield, the Cities are the principal providers of urban services.
2. The County shall coordinate closely with other jurisdictions to ensure continued delivery of effective and efficient urban services.
3. The County shall transfer or reduce the urban services which it provides in the metropolitan area; and

WHEREAS, the Lane County Board of Commissioners approved Order No. 86-6-4-3, adopting an agreement regarding the transfer of building and land use responsibilities within the urbanizable portion of the Springfield Urban Growth Boundary (see attached Exhibit "C"); and

WHEREAS, the Board is prepared to revise Lane Code, Chapter 11, Buildings for the purpose of transferring building code authority to the City of Springfield within Springfield's Urban Growth Boundary, and of adopting the building regulations of the City; NOW

THEREFORE, the Board of County Commissioners of Lane County Ordains As Follows:

Chapter 11 of Lane Code is hereby amended by removing and substituting the following pages:

Remove These Pages

11.010(5)-11.015(2) to
 11.035 - 11.035,
 i.e., 11-2 to 11-5
 (a total of four pages)

Insert These Pages

11.015(5)-11.025(4) to
 11.035 - 11.035,
 i.e., 11-2 to 11.5
 (a total of four pages)

Said pages are attached hereto and incorporated herein by reference.

Building permits accepted prior to the effective date of this Ordinance shall continue to be processed through Lane County.

If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct, and

independent provision and such holding shall not effect the validity of the remaining portions hereof.

While not part of this Ordinance, we adopt the attached Exhibit "B" and "C" as Findings in support of this decision.

An emergency is hereby declared to exist and, this Ordinance, being enacted by the Board in exercise of its police power for the purpose of meeting such emergency and for the preservation of the public peace, health, and safety, shall take effect November 1, 1986.

ENACTED this 8th day of October, 1986.

APPROVED AS TO FORM

Date 10/8/86 Lane County

William R. Ball
OFFICE OF LEGAL COUNSEL

John Ball
V. Chairperson, Lane County Board of Commissioners

EXHIBIT 'B'

FINDINGS

1. The City of Springfield and Lane County are subject to the policy mandates of the Eugene-Springfield Metropolitan Area General Plan, and the following Metro Plan "Growth Management and Urban Service Area" policies support the administration of City authority within the urbanizable portion of the Springfield Urban Growth Boundary:
 - 1) Policy #2, page II-B-3, requires that the location, timing and financing of major public investments that directly influence the growth form of the metropolitan area be planned and coordinated on a metropolitan wide basis.
 - 2) Policy #7, page II-B-4 provides that land within the projected urban service area may be converted from urbanizable to urban only through annexation to a city.
 - 3) Policy #12, page II-B-5, requires that any development taking place within an urbanizable area shall be designed to the development standards of the city which would be responsible for eventually providing a minimum level of key urban services to the area. This policy further provides that with the exception of area designated "special light industrial" the minimum lot size within the urbanizable area shall be 10 acres.
 - 4) Policy #13, page II-B-5, requires that the creation of lots of under five acres in size in the urbanizable area shall require a city-county Agreement. This Agreement shall be subject to certain ownership, locational and size standards imposed by this policy.
 - 5) Policy #14, page II-B-6, provides that Lane County shall review the siting of all residences on urbanizable lots served by on-site sewage disposal systems.
 - 6) Policy #15, page II-B-6, provides that Lane County shall have the responsibility of approving on-site sewage disposal systems for urbanizable area uses.
2. The City of Springfield and Lane County have adopted policy resolutions which call for the transition of urban services in the urbanizable area from Lane County to the City of Springfield (see Order No.'s 85-3-13-1 and 86-6-4-3).
3. The intergovernmental Urban Service Policy Committee has approved a concept paper outlining the conditions of the transfer of building and land use responsibilities.
4. ORS 190.003 et seq provides for intergovernmental agreements between units of local government, including the City of Springfield and Lane County, to allow the performance of functions or activities of one unit of local government for another.

costs to be charged against the owner or property, or both, as specified in Chapter 9 of the Uniform Code for the Abatement of Dangerous Buildings, 1982 Edition.

Section 205. The Building Appeals and Advisory Board as currently constituted in Lane County shall serve as the Section 205 Board of Appeals.

11.015 Permits, Fees and Refunds.

(1) Permits. Permits are required for all work covered by the Building Codes of Lane County and agricultural buildings.

(2) Fees. Building permit fees shall be as required by separate Order of the Board and shall not exceed the limits in ORS 456.760.

(3) Refunds. All fees are nonrefundable, except in cases when the processing of an application was terminated prior to the incurring of any substantial administrative expenses. The amount of refund shall be determined by the Director and shall be based upon the proportion of staff time allotted to processing the permit relative to complete processing of a permit.

11.020 Designation of Building Official. In accordance with ORS 456.800, the Senior Plans Examiner, Department of Planning and Community Development, is hereby appointed as the Lane County Building Official.

11.025 Springfield Urban Growth Boundary. Notwithstanding other subsections of this Chapter, the City of Springfield shall have the responsibility and the authority to administer its building regulations on urbanizable land within the Springfield Urban Growth Boundary, and the same building regulations are adopted by Lane County for the purpose of this subsection. For the purpose of this subsection, the following words and phrases shall mean:

Building Regulations. The City of Springfield's currently adopted version of the State Building Specialty Codes and applicable Oregon Administrative Rules. These regulations shall include, but shall not be limited to, the following:

- (1) Structural Specialty Code and Fire and Life Safety regulations
- (2) Council of American Building Officials 1 and 2 Family Dwelling Code
- (3) Mechanical Specialty Code and Mechanical Fire and Life Safety regulations
- (4) Plumbing Specialty Code

9-74; 7.3.74	16-79; 1.18.80	11-2
6-75; 3.26.75	18-80; 9.5.80	
11-75; 9.5.76	10-82; 7.9.82	
3-76; 4.7.76	14-83; 6.22.83	
9-76; 8.27.76	1-85; 5.10.85	

WP 35635-LC13-19

- (5) OAR 814-23-055 to 814-23-080, Mobile Home Installation, Tie-down and Accessory Building Requirements
- (6) Uniform Code for the Abatement of Dangerous Buildings
- (7) Electrical Specialty Code and Oregon State Electrical Code for 1 and 2 Family Dwellings
- (8) OAR Chapter 837, Division 40, Fire and Life Safety Code

Refer to City of Springfield Ordinance No. 5188 (general), adopted August 15, 1983; Ordinance Nos. 5343 (general), 5344 (general), 5345 (general), and 5346 (general), adopted July 21, 1986.

Springfield Urban Growth Boundary. All land within the Urban Growth Boundary, as defined by the Eugene-Springfield Metropolitan Area General Plan, east of I-5 excluding the area known as Glenwood (bounded on the north and east by the Willamette River and the west and south by I-5). Refer to Lane County Ordinance No. 9-80, adopted 8-27-80, and as amended by the following Ordinances: 9-80A, 856, 885, 893, 901, 904, and 907.

Urbanizable Land. Urbanizable lands, as defined by the Eugene-Springfield Metropolitan Area Plan, are those unincorporated lands between the Springfield City Limits and the Springfield Urban Growth Boundary.

11.035 Definitions. For the purposes of this Chapter, the following words and phrases shall mean:

Agricultural Building. A structure located on a farm and used in the operation of such farm for the storage, maintenance or repair of farm machinery and equipment, or for the raising, harvesting and selling of crops, or in the feeding, breeding, management and sale of, or the produce of livestock, poultry, furbearing animals or honeybees, or for dairying and sale of dairy products, or any other agricultural or horticultural use or animal husbandry or any combination thereof, including the preparation and storage of products raised on such farm for human use and animal use and by disposal by marketing or otherwise. Sales and allowable square footage of sales areas shall be governed by Lane Code Chapter 10, "Zoning." Agricultural Building does not include:

- (a) A dwelling.
- (b) A structure used for a purpose other than growing plants in which persons perform more than 144 person-hours of labor a week.
- (c) A structure regulated by the State Fire Marshal pursuant to ORS Chapter 476.
- (d) A place used by the public.

9-74; 7.3.74 16-79; 1.18.80 11-3
 6-75; 3.26.75 18-80; 9.5.80
 11-75; 9.5.76 10-82; 7.9.82
 3-76; 4.7.76 14-83; 6.22.83
 9-76; 8.27.76

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(e) A structure subject to §§ 4001-4127, Title 42, United States Code (the National Flood Insurance Act of 1968) as amended, and regulations promulgated thereunder, (ORS 456.758).

Approximate Flood Hazard Study Area. Flood hazard areas as shown on the Federal Flood Hazard Boundary Maps where base flooding elevations have not been determined.

Architect. An individual qualified and licensed to practice architecture under ORS 671.010 to 671.220.

Area of Flood Hazard. The land in the floodplain within a community subject to a one percent chance of flooding in any given year.

Base Flood. A flood that has a one percent chance of being equaled or exceeded in any given year.

Building or Structure. That which is built or constructed, an edifice or building of any kind, or any piece of work artificially built upon or composed of parts joined together in some definite manner, and shall specifically include, but shall not be limited to, house trailers which are placed upon property, other than a licensed trailer park, for the apparent use as a living unit.

Camper. A structure designed to be mounted upon a vehicle, which may or may not be permanently attached thereto.

Campground. Any lot, tract or parcel of land where two or more camping spaces are located which provide facilities for living in any manner other than in a permanent residence.

Camping Space. An individual camp space intended for overnight camping by only one camping vehicle, tent vehicle or tent.

Camping Vehicle. See "Recreational Vehicle."

Camping Vehicle Park. See "Recreational Vehicle Park."

Community Water System. A water supply system, whether publicly or privately owned, which serves more than a single- or two-family residence, dwelling or mobile home for the purpose of supplying water for drinking, culinary or household use.

County Road. A public road in the County which has been expressly accepted by the Board as a part of the County road system as provided for in ORS Chapter 368, or a road which has been adjudicated to be a part of the County road system by a court of competent jurisdiction, and which road the County thereafter has the obligation for its maintenance or improvement.

Department. The Department of Planning and Community Development of the County.

9-74; 7.3.74 16-79; 1.18.80 11-4
6-75; 3.26.75 18-80; 9.5.80
11-75; 9.5.76 10-82; 7.9.82
3-76; 4.7.76 14-83; 6.22.83
9-76; 8.27.76

WP 35635-LC13-06

Development. A human-made change to improved or unimproved real estate, including, but not limited to, buildings or other structures, mining, dredging, filling, grading, paving, excavating or drilling operations.

Director. The Director of the Department of Planning and Community Development of the County or his or her duly authorized representative.

Dwelling. A building or structure, or portion thereof, which is occupied in whole or in part as a residence or sleeping place, either permanently or temporarily by one or more families, but excluding hotels, motels and auto courts.

Engineer. An individual who is registered in the State of Oregon and holds a valid certificate to practice a particular branch of engineering as provided by ORS 672.020.

Engineer Designed Fill. The depositing of earth material placed by artificial means and compacted to a minimum of 90 percent of maximum density as determined by ASTM test method D1556-58T.

Existing Mobile Home Park. Any lot where two or more permanent mobile homes are located or proposed to be located for the primary purpose of being rented or leased for residential purposes, for which the construction of facilities for servicing the lot on which the mobile home is to be affixed (including, at a minimum, the installation of utilities, either final site grading or the pouring of concrete pads, and the construction of streets) is completed.

Expansion of an Existing Mobile Home Park. The preparation of additional sites by the construction of facilities for servicing the lots on which the mobile homes are to be affixed (including the installation of utilities, either final site grading or pouring of concrete pads, or the construction of streets).

9-74; 7.3.74
6-75; 3.26.75
11-75; 9.5.76
3-76; 4.7.76
9-76; 8.27.76
16-79; 1.18.80
18-80; 9.5.80
10-82; 7.9.82
14-83; 6.22.83

11-5

WP 35635-LC13-49

ARTICLE 29

UF-10 URBANIZABLE FRINGE OVERLAY DISTRICT

29.010 GENERAL. The regulations of UF-10 Overlay District shall supplement the regulations of the underlying City district applicable to the urbanizable area. Where the regulations and permitted uses of an underlying district conflict with those of an Overlay District, the more restrictive standards shall apply.

29.020 DESCRIPTION. The UF-10 Overlay District implements the "Growth Management and the Urban Service Area" policies of the Metro Plan by limiting the interim parcelization and prohibiting urban development of unincorporated urbanizable land. Such land will eventually be annexed to the City, and provided with a minimal level of key urban services to allow development at urban levels. All interim development shall be designed and constructed to City standards.

29.030 APPLICABILITY. The provisions of the UF-10 Overlay District apply to all urbanizable properties, except for land designated Government and Education on the Metro Plan Diagram and supersedes the Lane County IUC (Interim Urbanizing Combining District) and ICU (Industrial-Commercial Urbanizing Combining District). The UF-10 Overlay District shall cease to apply under either of the following circumstances:

(1) Upon annexation to the City, unless the applicant specifically requests, and the City agrees to its continued application.

(2) Upon City Site Plan Review approval in accordance with Article 31 of this Code, provided, however, that expiration of City Site Plan Review approval shall cause the UF-10 Overlay District to continue to apply.

29.040 REVIEW.

(1) The siting of single-family residences in this district shall be reviewed under Type I procedure.

(2) ~~Partitions~~ Land divisions shall be reviewed under Type II procedures. ~~Subdivisions are not permitted.~~

(3) All other requests shall be reviewed in accordance with the procedures applicable in the underlying district.

(4) Under Type III procedure, a City appointed Hearings Officer shall take the place of the Springfield Planning Commission. The decision of the Hearings Officer shall be final with no right of Appeal to the City Council.

(5) A complete application together with all required materials shall be accepted by the Director prior to the review of the request as specified in Section 3.050, Application Submittal.

29.050 SCHEDULE OF USE CATEGORIES WHEN THERE IS AN UNDERLYING RESIDENTIAL DISTRICT. The following uses may be permitted in the underlying residential district subject to the provisions, additional restrictions and exceptions set forth in this Code. URBAN USES (e.g., multiple-family or churches) NOT LISTED IN THE UF-10 OVERLAY DISTRICT ARE NOT PERMITTED.

"P" = PERMITTED USE, subject to the standards of this Code; may be processed under Type I, II or III procedures.

"S" = SPECIAL USE, subject to special locational and siting standards to be met prior to being deemed a permitted use; may be processed under Type I, II or III procedures.

* = SITE PLAN REVIEW REQUIRED

- | | | |
|-----|---|----|
| (1) | Child care facilities for less than 6 children. | P |
| (2) | Agricultural uses (need definition) <u>and structures.</u> | P |
| (3) | Detached single-family dwellings, excluding mobile homes. | S |
| (4) | Neighborhood parks that do not require urban services. | S* |
| (5) | Public Utility Facilities. | |
| | (a) High Impact Facilities | S* |
| | (b) Low Impact Facilities | P |
| (6) | Temporary sales/display of produce, the majority of which is grown on the premises. | P |
| (7) | Home Occupations. | S |
| (8) | Tree Cutting (Article 38) | S |

29.060 SCHEDULE OF USE CATEGORIES WHEN THERE IS AN UNDERLYING COMMERCIAL OR INDUSTRIAL DISTRICT. The following uses may be permitted when the UF-10 District overlays a commercial or industrial zone, subject to the provisions, additional restrictions and exceptions set forth in this Code. USES NOT SPECIFICALLY LISTED SHALL BE PROHIBITED.

"P" = PERMITTED USE, subject to the standards of this Code; may be processed under Type I, II or III procedures.

"S" = SPECIAL USE, subject to special locational and siting standards to be met prior to being deemed a permitted use; may be processed under Type I, II or III procedures.

"D" = DISCRETIONARY USE, may or may not be permitted, based upon the application of general criteria; may be subject to special locational and siting standards to be met prior to being deemed a permitted use; processed under Type III procedures.

* = SITE PLAN REVIEW REQUIRED

- | | | |
|------|--|-----------|
| (1) | Expansion of non-conforming uses existing on the effective date of Lane County's application of either the /ICU or I/U District to the property. | D* |
| (2) | Expansion or replacement of lawful uses permitted in the underlying commercial or industrial district. | S* |
| (3) | Expansion or replacement of lawful Discretionary uses in the underlying district. | D* |
| (4) | Agricultural Uses. <u>and structures.</u> | P |
| (5) | Temporary sales/display of produce, the majority of which is grown on the premises. | P |
| (6) | Home occupations. | S |
| (7) | Night watchman's mobile home (or office) in an industrial district. | S* |
| (8) | RV parks and campgrounds that do not require urban services. | D* |
| (9) | New Permitted and Special Uses in the underlying district within existing structures. | S* |
| (10) | Tree cutting (Article 38) | S |
| (11) | <u>Public Utility Facilities.</u> | |
| | <u>(a) High Impact Facilities</u> | <u>S*</u> |
| | <u>(b) Low Impact Facilities</u> | <u>P</u> |

29.070 SPECIAL USE STANDARDS.

(1) Partitions.

(a) The minimum area for the partitioning of land shall be 10 acres except as permitted below.

(b) Any proposed new lot between 5 and 10 acres shall meet the following standards:

1. The efficient and full urban use of the property, or neighboring properties shall not be limited by the partition;

2. A conceptual plan for the urban development shall be required where the property is redivisible into smaller parcels. The conceptual plan shall be in accordance with the redivision plan procedures and requirements of Subsection (5) ~~(1)~~ ~~(g)~~ of this Section;

3. Proposed land uses and densities shall conform with the Metro Plan and this Code;

(c) Any proposed new lot less than five acres shall meet, in addition to the standards of Subsection (1) (b) of this Section, one of the following standards:

1. The property shall be owned or operated by a governmental agency or public utility; or

2. A majority of parcels located within 100 feet of the property shall be smaller than five acres.

~~(d) The owner of any property requiring development approval shall sign an annexation agreement with the City.~~

(2) The owner of any property requiring Type II, III, or IV development approval, or type I development approval with respect to new single family residences and Site Plan reviews, shall sign an annexation agreement with the City.

(3) ~~(e)~~ The Lane County Sanitarian shall certify that the proposed individual waste water disposal system meets D.E.Q. standards prior to development approval.

(4) ~~(f)~~ Siting of Residential Uses.

(a) ~~1.~~ Detached single family dwellings shall be sited so as to allow the future division and/or more intensive use of the property consistent with the Metro Plan.

(b) ~~2~~. The applicable on-site sewage disposal facility or building construction permit shall be conditional, and made a part of such permit as necessary to achieve the standards of this Special Purpose District. The following standards shall apply:

1. ~~A~~. Approval of a conceptual plan for the property to achieve ultimate densities provided in the Metro Plan, which may include a redivision plan.

2. ~~B~~. Additional development restrictions that limit the location of buildings and on-site sewage disposal facilities, shall be applied where necessary to reserve land for future urban development.

(5) ~~(g)~~ The following standards shall be met for approval of a conceptual development or redivision plan:

(a) ~~1~~. For land designated residential, the plan shall provide for urban densities (i.e., 8 dwelling units per developable acre for areas designated Low Density Residential and a density of 15-20 dwelling units per developable acre for areas designated Medium Density Residential).

(b) ~~2~~. The existing character of the property and limitations to its more intensive development shall be considered; and may modify Subsection 1. above.

(c) ~~3~~. The existing and allowable future development of adjacent properties, as designated in the Metro Plan, and any redivision plans for such properties previously approved in accordance with this Section.

(d) ~~4~~. Adopted Public Facilities plans for the area.

(6) ~~(2)~~ Neighborhood Parks shall be shown on the Metro Plan or an adopted refinement plan, or shall be reviewed under Type III Discretionary Use procedures.

(7) ~~(3)~~ Home occupations shall meet the standards of Section 16.100(4) of this Code.

(8) ~~(4)~~ New permitted uses and expansion of permitted uses in commercial and industrial districts shall demonstrate that the use will not generate, singly or in the aggregate additional need for key urban services.

(9) ~~(5)~~ Special and Discretionary uses shall meet the standard of Subsection (8) ~~(4)~~ of this Section, and shall also meet applicable Special Use Standards and/or Discretionary Use criteria.

(10) ~~(6)~~ There shall be no charge to remove a property from the ~~UF-10~~ Overlay District, when the application is in conjunction with Annexation to the City or Site Plan Review approval. If for any reason, a development is not completed in accordance with Article 31, Site Plan Review Standards, and the land has not been Annexed to the City, the provisions of this district shall continue to apply.

(11) ~~(7)~~ Lane County shall be considered an affected party and notified of all development applications.

ORDINANCE NO. 16-86

Copy of Springfield Development Code attached here

**Lane County
ATTACHMENT 3**

Springfield Planning Commission Order and
Recommendation

**BEFORE THE PLANNING COMMISSION OF SPRINGFIELD, OREGON
ORDER AND RECOMMENDATION FOR:**

AMENDMENTS TO THE SPRINGFIELD DEVELOPMENT CODE (SDC)]
SECTION 3.2.400 INDUSTRIAL DISTRICTS AND]
SECTION 6.1.110 DEFINITIONS OF SPECIFIC WORDS AND TERMS] 811-24-000215-TYP4

NATURE OF THE PROPOSAL

Request that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council regarding amendments to the following sections of the Springfield Development Code:

Chapter 3.2.400 Industrial Districts:

- 3.2.415 Industrial Use Categories, Subsections (G) and (H) and adding Subsection (J) Business Park.
- Table 3.2.420, adding applicable code standards SDC 3.2.415(J) to the "Business Park" land use.
- 3.2.430 CI District – Operational Performance Standards to provide exceptions for Business Parks under Subsection (D) and (F).

Chapter 6 Definitions:

- 6.1.110 Meaning of Specific Words and Terms, revising the definition of "Business Park."

Timely notice of the November 5, 2024, public hearing was provided in accordance with SDC 5.1.615. Notice of the proposed code amendments was sent to the Department of Land Conservation and Development on September 26, 2024, in compliance with OAR 660-018-0020.

On November 5, 2024, the Springfield Planning Commission opened a public hearing on the proposed Development Code text amendments. The public hearing was continued to the regular meeting on November 19, 2024 and was conducted in accordance with SDC 5.1.610. The Commission closed the public hearing on November 19 and deliberated at the meeting on December 3, 2024. After review of the staff report, evidence in the record, and public testimony provided through the close of the public hearing, the Planning Commission determined that the Development Code amendments meet the approval criteria.

CONCLUSION

The Development Code amendments shown in Exhibit A meet the approval criteria of SDC 5.6.115 on the basis of the Staff Report and Findings of Fact (Exhibit B), application materials and narrative (Exhibit C) and evidence in the record.

ORDER/RECOMMENDATION

It is ORDERED by the Springfield Planning Commission that a recommendation for APPROVAL of 811-24-000215-TYP4 be forwarded to the Springfield City Council and Lane County Board of Commissioners for consideration at an upcoming joint public hearing.

Isaac Rhoads-Dey
Planning Commission Chairperson

12 / 3 / 24
Date

ATTEST

AYES: 6

NOES: 0

ABSENT: 1

ABSTAIN: