



## AGENDA COVER MEMORANDUM

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AGENDA DATE: April 28, 2026

PRESENTED TO: Board of County Commissioners

DEPARTMENT: Public Works

PRESENTED BY: Jared Bauder, Senior Planner

AGENDA TITLE: FIRST READING AND SETTING THE SECOND READING AND PUBLIC HEARING/ ORDINANCE 26-03/ In the Matter of Amending Lane Code 10.600-15 to Co-Adopt Amendments to the Springfield Development Code Sections 3.4.245 and 3.4.250 – Glenwood Riverfront Mixed-Use Plan District of the Springfield Development Code; Adopting a Savings and Severability Clause and Providing an Effective Date. (Local File No.: 509-PA25-05436 / City File No.: 811-25-000061-TYP4 & 811-25-000062-TYP4)

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### I. MOTION

**April 28, 2026 (1<sup>st</sup> Reading):** MOVE TO APPROVE THE FIRST READING OF ORDINANCE NO. 26-03 AS PRESENTED, AND TO SET THE SECOND READING AND JOINT PUBLIC HEARING FOR MAY 18, 2026 (AT 6 PM DATE AND TIME CERTAIN AT SPRINGFIELD CITY HALL IN A HYBRID MEETING FORMAT).

### II. AGENDA ITEM SUMMARY

The Board is being asked to consider approval of an Ordinance to adopt amendments to the City of Springfield's (the City) Development Code. On April 28, 2026, the Board is being asked to conduct a 1<sup>st</sup> Reading of the proposed ordinance, and on May 18, 2026, the Board is being asked to conduct a joint public hearing with the Springfield City Council. An applicant (Eugene Water and Electric Board) was the entity to initiate these proposed text amendments to the Springfield Development Code (SDC) 3.4.245 and 3.4.250 – Glenwood Employment Mixed Use Plan District and specific sections of the adopted 2014 Glenwood Refinement Plan (GRP). The proposed amendments are to:

- Add “high impact public utility facilities” to the list of permitted uses in the Glenwood Riverfront Mixed Use Plan District;
- Specify that “high impact public utility facilities” are a primary use in the Employment Mixed Use District only; and
- Clarify the location and capacity of the proposed high impact public utility facility in sections of the 2014 Refinement Plan.

Because the Glenwood Employment Mixed Use District and 2014 Glenwood Refinement Plan apply to properties both inside and outside the City limits, co-adoption by Lane County is necessary. Amendments to the Metro Plan and the City’s Development Code must ultimately be reviewed and co-adopted by the Board of Commissioners (the Board) for the regulation of land 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 Metro Plan amendments and land use regulations within the Springfield urbanizing area. 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 Lane County adoption of land use regulations within the Springfield urbanizing area.

### III. BACKGROUND/IMPLICATIONS OF ACTION

#### 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 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 Lane County Planning Commission (LCPC) and Springfield Planning Commission held a joint public hearing on March 17, 2026, on the proposed Springfield Development Code and Glenwood Refinement Plan amendments. On March 17, 2026, the LCPC passed a Motion and the Springfield Planning Commission passed an Order and recommendation for approval to be forwarded to the Springfield City Council and the Lane County Board of Commissioners for the proposed amendments; provided as **Attachment 3**.

In accordance with Lane Code Chapter 14 procedural requirements, notice of the joint public hearing scheduled before the Springfield City Council and Board of Commissioners will be published in The Chronical and mailed to parties of record and interested parties before April 23, 2026. The procedural requirements completed for this public hearing are described in detail in the City's staff report for each proposed amendment, linked at the end of this report.

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 findings of facts attached to Ordinance 26-03 (**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 26-03 will primarily affect the regulation of lands within the Springfield UGB, a portion of Glenwood is outside the UGB and the amendments support the following Lane County Strategic Priorities:

- Safe and Healthy County – 1a. Enhance public safety and resilience by investing in preparedness efforts to reduce harm, ensure there are no interruptions to vital County services, and accelerate recovery from disasters.

- Vibrant Community – 2b. Pursue programs and practices that reduce impacts on and leverage the natural environment to enhance livability and economic development.

Enhancements to the land use provisions of the Springfield Development Code and Glenwood Refinement Plan will further the Safe and Healthy County & Vibrant Communities Key Strategic Initiatives by ensuring development within the County occurs in a safe, orderly and efficient manner. The proposed amendments will allow for a new water intake, treatment, and distribution facilities to be developed in Glenwood, increasing the security and redundancy of the community's municipal water system.

D. Financial and/or Resource Considerations

No direct financial or resource considerations apply to co-adoption of the development code by Lane County. Co-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.

E. Health Implications

Amendments to the SDC regulations may have implications on health, but actual health implications are difficult to predict. Generally, the proposed code amendments would increase the redundancy and security of Eugene's municipal water supply system by allowing high intensity public utility uses in the Glenwood area. The amendments may have indirect benefits on public health related to water quality and emergency/disaster preparation by allowing for the development of a new municipal water intake, treatment, and distribution facility.

F. Analysis

Ordinance 23-08, to adopt amendments to Lane Code Chapter 10 and incorporate the amendments to the SDC, is provided as **Attachment 1** of this memo. **Attachment 1, Exhibit A** contains the draft City Ordinance that will adopt code revisions to the SDC. The proposed amendments to lane Code 10.600-15 have been included as **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 provided by Springfield planning staff. Lane County herein incorporates by reference the findings in the Springfield staff report. The staff responses to the applicable criteria of the Lane Code and the Statewide Planning Goals that are applicable to areas outside the Metro Plan

Boundary, that are not covered by the findings in **Attachment 1-Exhibit C**, have been made in this memo below.

Lane Code Criteria:

**12.300.015 - Initiation of Metro Plan Amendments.**

**B. Type II. A Type II amendment may be initiated by the home city or Lane County at any time. A property owner may initiate an amendment for property they own at any time and they are subject to the limitations for such amendments set out in the development code of the home city and Lane Code Chapter 12.**

The applicant (EWEB) submitted their initial application(s) to the City of Springfield for the proposed amendments, and the City has subsequently initiated them with Lane County in compliance with Lane Code 12.300.015. This criterion has been met.

**12.300.025 - Metro Plan Amendment Approval Process.**

**A. Referrals and Public Notice.**

Lane County staff sent an initial notice to DLCDC on July 8, 2025. Notice of this hearing was published in the *Register Guard* newspaper on February 20, 2026, as well as in *The Chronicle* newspaper on March 5, 2026. No physical on-site public hearing notice postings were required because the proposed amendments are textual in nature and are not site specific. Additional public notice will be published in advance of the joint public hearing that must occur before the (Springfield) City Council and the Board of County Commissioners, no later than April 23, 2026.

A summary of the public comments received for this project has been included with this Memo as **Attachment 4**.

**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.**

Findings of consistency with Lane Code, the Statewide Planning Goals, and the Springfield Development Code are included in this memo as **Attachment 1-Exhibit B**. The criteria not covered by those findings have been discussed above in this memo.

G. Alternatives/Options

Motions options for the Board of County Commissioners to consider for May 18, 2026, joint public hearing include:

1. MOVE TO TENTATIVELY APPROVE ORDINANCE NO. 26-03 AS PRESENTED, AND SET A THIRD READING AND DELIBERATIONS FOR JULY 7, 2026;

**OR**

2. MOVE TO REVISE ORDINANCE NO. 26-03 AS DIRECTED BY THE BOARD OF COMMISSIONERS AND RETURN FOR A THIRD READING AND DELIBERATIONS ON JULY 7, 2026;

**OR**

3. MOVE TO SET A THIRD READING AND CONTINUE THE PUBLIC HEARING TO JUNE 1, 2026, AT 6 PM, AND DIRECT STAFF TO REVISE ORDINANCE NO. 26-03 AS DIRECTED BY THE BOARD (SUMMARIZE REVISIONS).

**OR**

4. MOVE TO NOT APPROVE ORDINANCE 26-03.

IV. RECOMMENDATION

Staff recommends **Option 1** above.

V. TIMING/IMPLEMENTATION

This item is being brought before the Board for a first reading on April 28, 2026, and a second reading and joint public hearing with the Springfield City Council on May 18, 2026. If the public hearing is closed on May 18, the Springfield City Council and the Board of Commissioners will hold separate meetings to deliberate on the adoption of the Ordinance. The Springfield City Council is scheduled to deliberate and consider adopting the Ordinance on June 1, 2026. Therefore, staff have tentatively scheduled deliberations with the Board for July 7, 2026, with the option for the Board to adopt the Ordinance on that day. The Board may only adopt the Ordinance if the City has adopted the Ordinance on June 1<sup>st</sup>.

Application of the amended SDC in the urbanizable area of Springfield is dependent on adoption by the Board. If approved and not appealed, the code changes become effective 30 days after enactment of the enabling ordinance.

VI. FOLLOW-UP

Notice of Board action will be provided to the City of Springfield and the Department of Land Conservation and Development. Adoption of the Amendments to the SDC and Glenwood Refinement Plan (**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.

Should the Board choose **Option 2 or 3** at the time of the second reading, an Ordinance with findings setting forth the Board's amendments for adoption, or an Order with reasons for denial would be prepared and returned to the Board for a third reading and adoption on a date certain set after the hearing.

## VII. ATTACHMENTS

1. Draft Ordinance No. 26-03
  - Exhibit A:** Draft City Ordinance
  - Exhibit B:** Proposed Changes to Lane Code 10.600-15 (BCC and LEG Versions)
  - Exhibit C:** Findings of Fact
2. Ordinance No. 16-86 with Exhibits
3. LCPC Motion and Recommendation
4. Summary of Public Testimony
5. Link to Application Forms, Applicant Narrative and Exhibits, and Public Comments:  
<https://springfielddoregonspeaks.org/items/580>