

**CITY OF SPRINGFIELD, OREGON**  
**ORDINANCE NO. \_\_\_\_\_ (GENERAL)**

**AN ORDINANCE AMENDING THE 2014 GLENWOOD REFINEMENT PLAN TEXT; AMENDING 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**

**WHEREAS**, SDC 5.6.100 sets forth procedures for *Refinement Plans, Plan Districts and the Development Code – Adoption or Amendment*; and

**WHEREAS**, SDC 5.6.105(B) sets forth procedures for citizens to initiate amendments to adopted Refinement Plans;

**WHEREAS**, on March 21, 2025 the City accepted citizen-initiated applications to amend certain sections of text in the 2014 *Glenwood Refinement Plan* and Sections 3.4.245 and 3.4.250 – Glenwood Riverfront Mixed-Use District of the *Springfield Development Code*;

**WHEREAS**, a legislative summary of the amendments to the *Glenwood Refinement Plan* text is attached hereto as **Exhibit A**;

**WHEREAS**, a legislative summary of the amendments to Sections 3.4.245 and 3.4.250 - Glenwood Riverfront Mixed-Use Plan District is attached hereto as **Exhibit B**;

**WHEREAS**, on March 17, 2026 the Lane County and Springfield Planning Commissions held a properly noticed joint public hearing on the proposed *Glenwood Refinement Plan* and *Springfield Development Code* text amendments;

**WHEREAS**, on March 17, 2026 the Springfield Planning Commission unanimously approved recommendations of approval to the City Council and the Lane County Board of Commissioners for the proposed *Glenwood Refinement Plan* and *Springfield Development Code* text amendments;

**WHEREAS**, on May 18, 2026 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 Reports and Findings attached as **Exhibits C** and **D**, which are 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 2014 *Glenwood Refinement Plan* is amended as provided in **Exhibit A**, which is attached hereto and incorporated herein by reference.

Section 2. The *Springfield Development Code* is amended as provided in **Exhibit B**, which is attached hereto and incorporated herein by reference.

Section 3. The findings set forth in **Exhibits C** and **D** are adopted as findings in support of this Ordinance.

Section 4. Savings Clause. Except as specifically amended herein, the 2014 *Glenwood Refinement Plan* and *Springfield Development Code* will continue in full force and effect. The prior *Glenwood Refinement Plan* and *Springfield Development Code* provisions 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 5. Severability Clause. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is, for any reason, held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portion hereof.

Section 6. Effective Date. The effective date of this Ordinance is as provided in 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 \_\_\_\_\_, 2026 by a vote of \_\_\_\_ for and \_\_\_\_ against.

APPROVED by the Mayor of the City of Springfield this \_\_\_\_ day of \_\_\_\_\_, 2026.

\_\_\_\_\_  
Mayor

ATTEST:

\_\_\_\_\_  
City Recorder

## **Phase 1 *Glenwood Refinement Plan* Amendments Concerning High Impact Public Utility Facilities in the Employment Mixed Use District**

The following amendments to the Glenwood Refinement Plan are intended to add “high impact public utility facilities” as a primary use in the Glenwood Employment Mixed Use District (GEMU) and to describe its planned location and operational characteristics.

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### **Land Use and Built Form**

#### **Willamette River**

The presence of the Willamette River has shaped development patterns throughout Glenwood’s history, from early farming activities and residential uses adjusted for frequent flooding to later extraction enterprises taking advantage of sand and gravel river deposits. With nearly three miles of shoreline forming the east and north edges of Glenwood, the presence of the Willamette River continues to figure heavily into the desired type and form of development along the Glenwood Riverfront. Glenwood Phase 1 builds upon earlier planning efforts in the 1980s and early 2000s that contained recommendations including: considering phasing out long-term storage of industrial equipment and debris as uses change; restoring the riverbank; and organizing new development along the river with a mix of activities that recognize and respect the unique natural, recreational, and aesthetic amenities provided by the Willamette River as it flows through Glenwood. In addition, requirements of the Clean Water Act and the Endangered Species Act call for specific measures to make development environmentally responsible by enhancing and conserving the water quality and wildlife habitat functions of the Willamette River and its riparian corridor.

Having an urban setting in Glenwood will, of course, need to both integrate natural riparian and habitat functions and maintain them as a well-managed urban interface for infrastructure, residents, and visitors accessing the riverfront. The arrangement of land uses, the street system, public open spaces, and design standards related to building form and height outlined in Glenwood Phase 1 are also intended to promote increased intensity of use (for mixed uses involving residential, commercial, and employment activities) while also promoting the development of physical public access for all to the riverfront and protection of views for visual enjoyment.

#### **Neighborhood Design**

Land use and neighborhood design patterns, including streets and open spaces, and the arrangement of dwellings, workplaces, and shops, create a neighborhood pattern that supports residents’ choices and behaviors. They also have a significant effect on the quality of the environment and the experience of individuals and families living, working, and visiting that place. Glenwood Phase 1’s mix of complementary uses developed in a compact urban form in appropriate locations, together with an interconnected and walkable street network and inviting open spaces, encourages more lively, interesting, pedestrian-friendly, and safer living, working, meeting, and shopping experiences day and night. Compared with the existing Refinement Plan, Glenwood Phase 1 has a more efficient pattern of transportation and other infrastructure that encourages walking, bicycling, and use of public

transit for daily errands and commuting. The land use pattern established in Glenwood Phase 1 is beneficial for individual health, the environment, and the community at large as it allows residents and workers to mingle and have social interactions, helps to shorten trips and reduce vehicle miles traveled, is supportive of car-free living and transit investments, and encourages daily physical activity associated with walking and biking. The Glenwood Riverfront provides singular opportunities for this to occur with redevelopment. Consequently, the land use vision for the Glenwood Riverfront emerging out of this planning process seeks to cluster residences, jobs, and shopping/service opportunities in close proximity to each other and to ensure frequent EmX transit service that is interwoven with a comprehensive system of pedestrian-friendly streets and open space amenities.

## Sustainability

Sustainability, broadly speaking, is the capacity to hold up or to endure without external influences. In ecology, it describes how biological systems remain diverse and productive over time, such as long-lived and healthy wetlands. For humans, sustainability is the potential for long-term maintenance of our wellbeing, which, in turn, depends on the health of the natural world and the responsible use of natural resources. Sustainability has come to be used in the development context as balancing economic, social, and environmental interests by managing the environment and human use of resources. With sustainable development, communities strive to improve the quality of human life in the present without compromising the ability of future generations to meet their own needs.

The benefits of environmentally responsible development, sometimes referred to as ‘green development’, extend well beyond the quantifiable energy, water, and financial efficiencies to consumers and governments. Green building and neighborhood development generates jobs, reduces strain on public infrastructure and resources, creates and maintains healthier indoor and outdoor environments, and inspires growth and innovation in the local economy. Over the course of the development of Glenwood Phase 1, several citizen and technical advisory committee members, neighborhood representatives, and potential developers alike acknowledged the positive and transformative impact that sustainable buildings and communities can have on pressing local, state, and regional issues and advocated for the promotion of sustainable design, construction, and neighborhood development in Glenwood.

This Plan does not require future development or redevelopment in Glenwood to achieve Leadership in Energy and Environmental Design (LEED) for Neighborhood Development (LEED ND) certification. However, Glenwood Phase 1 does encourage utilizing sustainable building and site design guidelines for future development and redevelopment. LEED ND is a rating system developed by a diverse group of interested parties, including leading professionals in environmental policy and building industries, natural resource preservationists, the US Green Building Council, and representatives from local and state governments that aims to certify exemplary development projects that perform well in terms of

efficient, sustainable building and development practices. This rating system, which is comprised of a set of performance standards, recognizes the benefits of sustainable land development and planning at a neighborhood scale and establishes a national standard for green neighborhood design. The LEED ND program is voluntary and was designed to evaluate and guide the design and construction of specific development projects. However, it can be used to analyze whether local development regulations, such as zoning codes, design standards, landscape requirements, or comprehensive plans are 'friendly' to sustainable development and to help identify barriers that add to the cost or complexity of the review and construction of sustainable development projects.

Selecting a good development location from a sustainability point of view is a key component of the LEED ND rating system. In fact, there are five 'smart location and linkage' prerequisites that developments must meet in order to even be considered. These components, along with several of the additional location-related points, are intended to encourage development and redevelopment near existing neighborhoods and public transit infrastructure, to reduce vehicle trips, and to encourage daily physical activity associated with walking and biking. While location alone does not ensure projects will receive certification, it is an indication of a promising area for green neighborhood development. The Glenwood Riverfront, and in particular the stretch of the riverfront paralleling Franklin Boulevard, already has several features working in its favor such that future development or redevelopment in the Glenwood Riverfront could meet the LEED ND prerequisites. For example, development within the Glenwood Riverfront can be served by existing or planned water and wastewater infrastructure, and most development in the Glenwood Riverfront would be considered 'infill,' one of the cornerstones of sustainability. In addition, development along the portion of the riverfront paralleling Franklin Boulevard will fall within a half mile walking distance of EmX stops with frequent transit service and will be within a quarter-mile of a future bicycle network. Further, future development in the Glenwood Riverfront will reduce the need for an Urban Growth Boundary expansion for residential development and therefore will not affect prime agricultural land. Policy direction in Glenwood Phase I, as well as existing local, state, and Federal policies, will also ensure that future development in the Glenwood Riverfront will comply with other prerequisites of the LEED ND rating system, such as compliance with restoration and/or protection measures associated with floodplains, wetlands, water bodies, steep slopes, threatened species, and riparian ecology.

As encouragement to respect the principles embodied in LEED ND (whether or not certification is sought) the land use, circulation, and open space concepts put forth in Glenwood Phase 1 take into consideration many of the core principles of the LEED ND rating system that are most applicable and appropriate in Glenwood. For example, the block sizes, densities, street connections, and provisions for reduced parking conform to several of the performance measures used in the LEED ND program. Whether the LEED ND continues to exist in its current form or whether other tools for encouraging neighborhood-level sustainability emerge, such as EcoDistricts<sup>1</sup>, implementing these core principles is

critical for supporting sustainable development and redevelopment in the Glenwood Riverfront. The LEED ND program also offers opportunities for Springfield to consider studying additional strategies in the future to incentivize green development in Glenwood (and in Springfield in general). Examples include requiring private development projects receiving financial support from the Springfield Economic Development Agency to achieve (or be able to achieve) LEED ND certification, or the development of a program with density bonuses offered for, among other outcomes, LEED ND project certification.

## **Buildable Land Needs**

### **Residential Land and Housing Needs**

Statewide Planning Goal 10, Housing, requires Springfield to provide an adequate land base to accommodate a full range of choice in housing type, density, cost, and location throughout the City to meet the community's housing needs. Springfield has historically addressed this requirement through its residential land use designations updated periodically through the Eugene-Springfield Metropolitan Area General (Metro) Plan. In 2007, the Oregon Legislature introduced House Bill 3337, which required Eugene and Springfield to establish separate urban growth boundaries (UGB) that included separate 20-year residential lands inventories for each city. In response to House Bill 3337, Springfield conducted a study to determine the City's housing needs for 2010-2030 and to evaluate the sufficiency of land available for residential uses within Springfield's UGB. The resulting Springfield Residential Land and Housing Needs Analysis (RLHNA) identified a deficit of 28 gross acres for high-density residential uses and associated public/semi-public land intended to provide public open space for the higher density development, as well as any needed supporting public facilities. At that time, Springfield City Council mandated that the City plan for and rely on a redevelopment strategy in the Glenwood Riverfront to accommodate all of this deficit.

### **Commercial and Industrial Land Needs and Economic Development Strategies**

In January 2010, the Springfield City Council passed a resolution adopting the Springfield Commercial and Industrial Buildable Lands Inventory, Economic Opportunities Analysis, and Economic Development Objectives and Implementation Strategies (CIBL). The CIBL concluded that most new employment growth in Springfield will not require vacant land, consistent with the City's economic development strategies to encourage redevelopment, especially in Glenwood. Therefore, Springfield will likely be able to meet future employment land needs for sites five acres and smaller within the existing UGB, through redevelopment and infill development. However, expansion of the UGB is expected to be necessary to accommodate forecast employment growth and provide larger sites for target industry employers in order for Springfield to meet local community development objectives.

The CIBL summarizes site needs and key locational issues for firms in potential growth industries in Springfield. As noted throughout this Plan, parcels in the Glenwood Riverfront meet a variety of these desirable site attributes as noted below:

- Flat Sites – Flat topography (slopes with grades below 10%) is needed by almost all firms in every industry except for small office and commercial firms that could be accommodated in small structures built on sloped sites. Most Glenwood Riverfront sites are flat; some available sites have slopes that exceed 5%, which may be inappropriate for some, but not all, employment uses.
- Parcel Configuration and Parking – Large industrial and commercial firms that require on-site parking or truck access are attracted to sites that offer adequate flexibility in site circulation and building layout. In general, rectangular sites are preferred, with a parcel width of at least 200 feet and length that is at least two times the width; parcel width of at least 400 feet is desired for flexible industrial/business park developments and the largest commercial users. Many sites in the Glenwood Riverfront either meet these dimensional requirements or may be consolidated to meet them.
- Soil Type – Soil stability and ground vibration characteristics are fairly important considerations for some highly specialized manufacturing processes; otherwise, soil types are not very important provided that drainage is not a major issue. This Plan includes policy direction for limiting development on areas in the Glenwood Riverfront such as wetlands, flood plains, riparian corridors, wildlife areas, steep slopes, and other sensitive areas.
- Road Transportation – All firms are heavily dependent upon surface transportation for efficient movement of goods, customers, and workers. Access to an adequate highway and arterial roadway network is needed for all industries. Businesses in the Glenwood Riverfront have access to I-5, Franklin Boulevard, and McVay Highway. This Plan includes policy direction to work with businesses to increase automotive capacity in newly developed/redeveloped areas in the Glenwood Riverfront where the intensity of employment uses is anticipated to increase substantially.
- Rail Transportation – Rail access can be very important to certain types of industry. Parcels in the southern portion of the McVay Riverfront section of the Glenwood Riverfront have rail access.
- Air Transportation – Proximity to air transportation is important for some firms. The Glenwood area of Springfield is located 15 miles from the Eugene Airport.
- Transit – Transit access is very important for many types of businesses. The EmX bus rapid transit system serves existing and future employment areas in the Franklin Riverfront; this Plan provides policy direction for future transit access in the McVay Riverfront.

- Pedestrian and Bicycle Facilities – The ability for workers to access amenities and support services by foot or bike is increasingly important to employers, particularly those with high-wage professional jobs. The need for safe and efficient bicycle and pedestrian networks will prove their importance over time as support services and neighborhoods are developed adjacent to employment centers. This Plan provides policy direction for improved bicycle and pedestrian facilities in the Glenwood Riverfront.
- Labor Force – Employers want to be assured of an adequate labor pool with the skills and qualities most attractive to that industry. Commuting patterns within the city suggest that businesses in Springfield have access to the workforce of the entire Eugene-Springfield region.
- Amenities – According to the International Economic Development Council, attracting and retaining skilled workers requires that firms seek places offering a high quality of life that is vibrant and exciting for a wide range of people and lifestyles. This Plan provides policy direction for improved open space and other urban amenities.
- Fiber Optics and Telecommunications – Most industries expect access to multiple phone lines, a full range of telecommunication services, and high-speed internet communications. The Glenwood Riverfront has access to high-speed telecommunication facilities.
- Potable Water – The demand for potable water and water for fire suppression systems varies widely. This Plan provides policy direction to ensure current and planned water facilities in the Glenwood Riverfront will be sufficient to meet current and expected needs.
- Power Requirements – The demand for electricity also varies widely. This Plan provides policy direction to ensure current and planned electric facilities in the Glenwood Riverfront will be sufficient to meet current and expected needs.
- Land Use Buffers – According to public officials and developers/brokers, industrial areas have operational characteristics that do not blend as well with residential land uses as they do with office and commercial uses. Selected commercial office, retail, lodging, and mixed use activities are becoming acceptable adjacent to light manufacturing uses. This Plan includes policy direction to designate adjacent uses that are compatible in the Glenwood Riverfront.

## Nodal Development

Certain neighborhood design patterns are sometimes referred to as ‘nodes’ in the Eugene-Springfield metropolitan area. The nodal concept was accepted by the Oregon Department of Land Conservation and Development as a measure for the region to reduce vehicle miles traveled in compliance with the Oregon Transportation Planning Rule in 2001. As described in the Springfield Comprehensive Plan, the

nodal designation prescribes development in a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment along major transportation corridors with a mix of diverse and compatible land uses and public and private improvements designed to be pedestrian- and transit-oriented. This designation in the Springfield Comprehensive Plan lists the fundamental characteristics of nodal development as follows:

- Design elements that support pedestrian environments and encourage transit use, walking, and bicycling;
- A transit stop that is within walking distance (generally ¼ mile) from anywhere in the node;
- Mixed uses providing services within that walking distance;
- Public spaces (such as parks, public and private open space) and public facilities, that can be reached without driving; and
- A mix of housing types and residential densities that achieve an overall net density of at least 12 units per acre.

The 2002 TransPlan identified more than 50 sites throughout the Eugene-Springfield metropolitan area that were considered to have the potential for this type of land use pattern, including a portion of the Glenwood Riverfront paralleling Franklin Boulevard. Implementation of the 2005 Glenwood Riverfront Specific Area Plan included putting the nodal development strategy into action by applying the Nodal Designation to the approximately 50-acre Glenwood Riverfront Plan District boundary, as depicted in Figure 1.

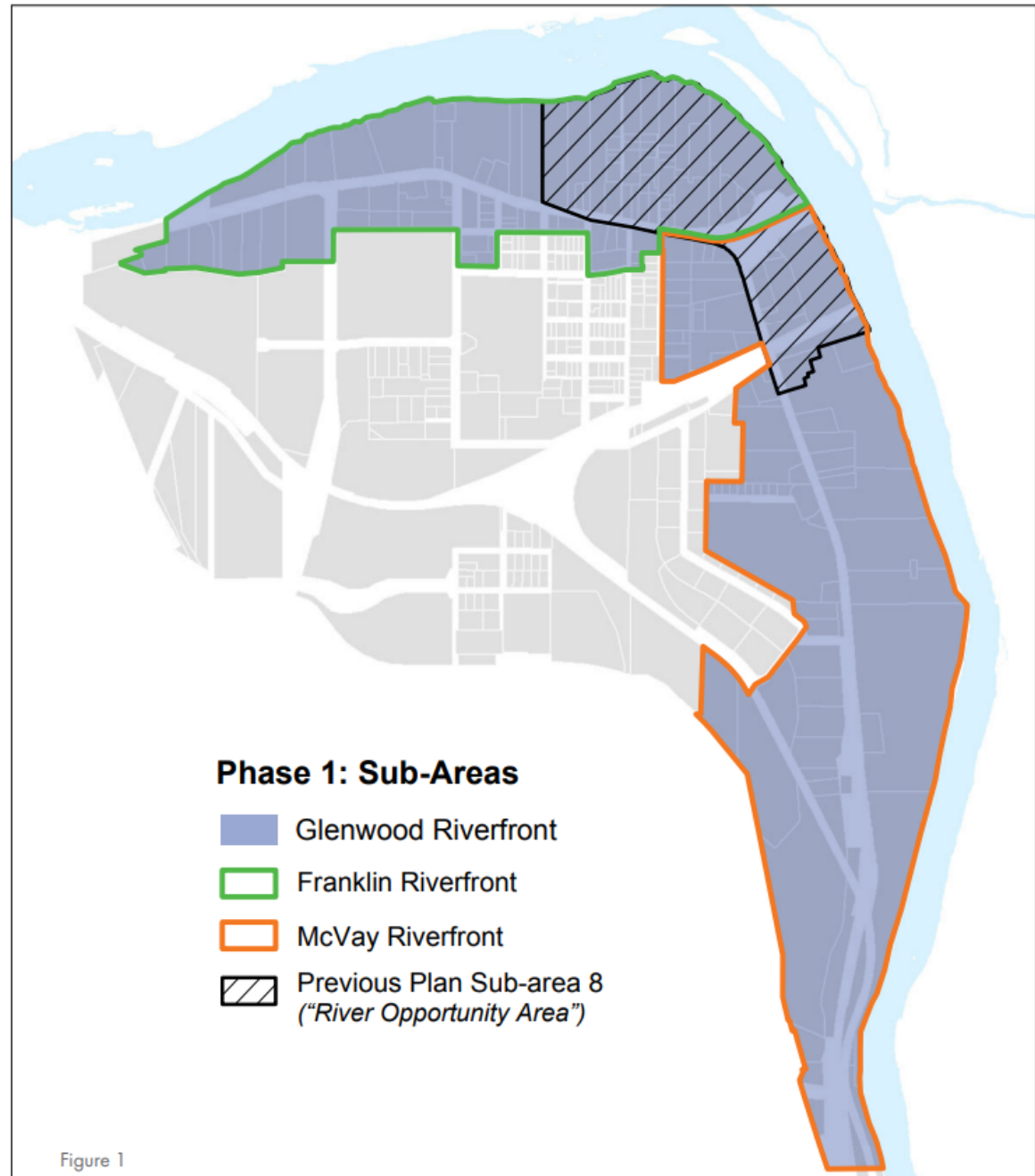


Figure 1

Implementation Action 2.4 in the Springfield 2030 Refinement Plan Residential Land Use and Housing Element calls for Springfield to increase opportunities for mixed-use nodal development, including considering expansion of the Glenwood node through the Glenwood Refinement Plan Update process. This Plan contains objectives, policies, and implementation strategies, as described later in the Land Use Chapter, that include direction for meeting this implementation strategy in the Glenwood Riverfront.

## Land Use Framework

The land use framework established for Glenwood Phase I identifies the location, mix, and type of essential uses deliberately selected to maximize the value of the area's proximity to the Willamette River, major transportation corridors, the University of Oregon, and its strategic location between Eugene and downtown Springfield. The land use framework also considers likely development and redevelopment constraints. It is intended to foster regional market growth and provide options for living, working, shopping, service, and hospitality environments by guiding the types and forms of future development and redevelopment in the Glenwood Riverfront that will, in turn, complement redevelopment in downtown Springfield.

The land use framework for Glenwood Phase I establishes a mix of commercial, office, and industrial uses that support the creation of jobs and visitor opportunities in close proximity to a residential mixed-use area that provides distinct housing choices. The identified uses in the Glenwood Riverfront will complement and enhance Willamette Greenway principles and will be integrated with public amenities, such as park blocks, to increase overall land values between the riverfront and Franklin Boulevard/McVay Highway.

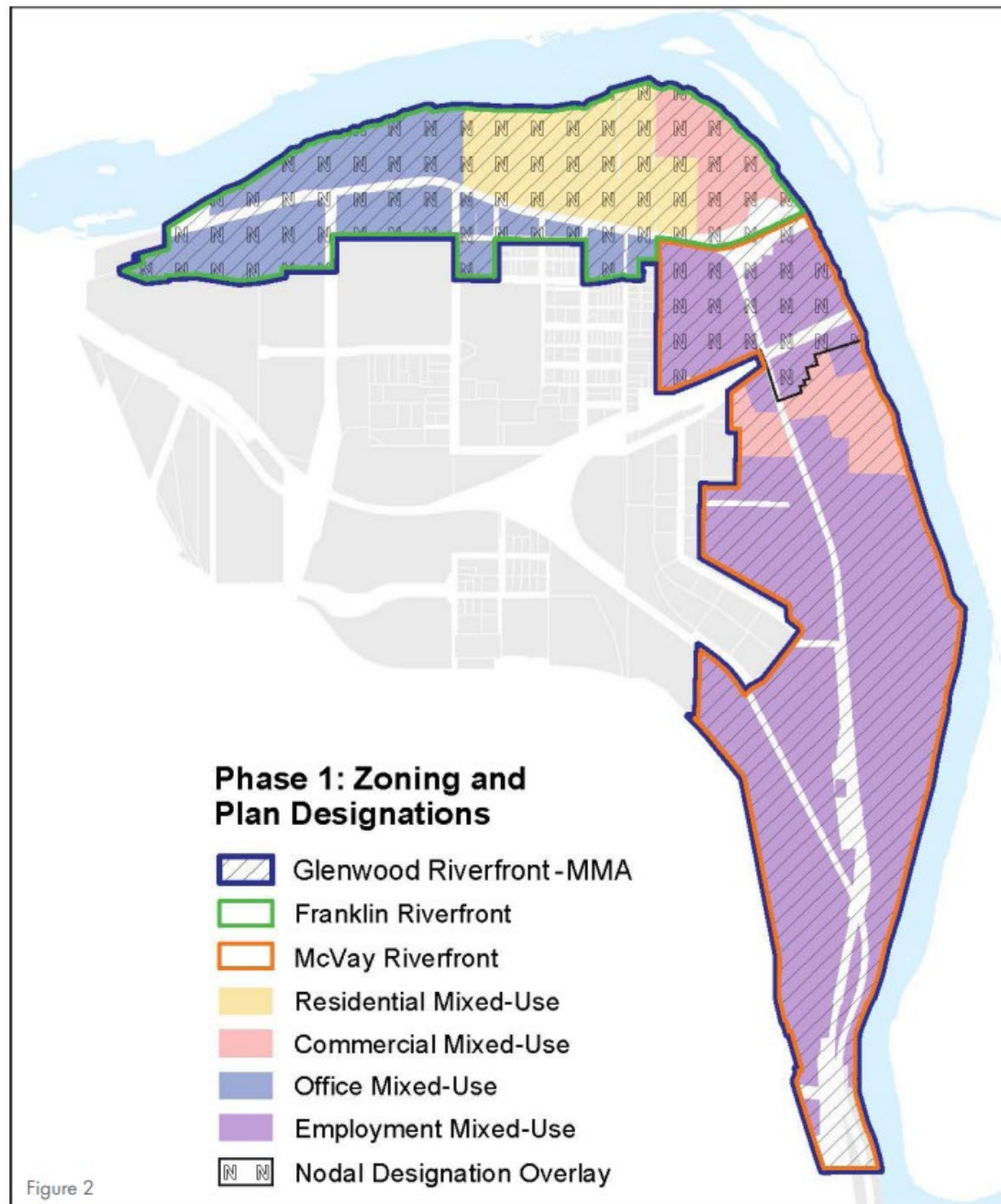
## Land Use Designations, Zoning & Subareas

### *Designations*

The Glenwood Phase I plan designation map illustrates a broad allocation of projected land use needs in the Glenwood Riverfront (as depicted in Figure 2) and the objectives, policies, and implementation strategies embodied in the text of the Glenwood Phase I Refinement Plan, all of which conform to the applicable Springfield comprehensive plans. The Plan designations established within the Glenwood Riverfront are as follows<sup>2</sup>:

- Residential Mixed-Use is established where the intended primary use is high-density residential. However, to increase the development of housing opportunities in close proximity to supporting commercial or civic uses needed by residents, limited small scale retail, office, service, and educational uses are permitted if developed as an integral part of the residential development.

- Commercial Mixed-Use is established where the intended primary use is commercial and office employment, but where flexibility is provided for high-density residential to be permitted either in stand-alone buildings or integrated with the primary commercial use.
- Office Mixed-Use is established where office employment uses, including employment-generating educational facilities, are intended as the primary uses. To provide commercial services needed by office users near their workplace, limited small scale retail and service uses are permitted if developed as an integral part of the office development. Additional flexibility is provided under this designation to allow for limited other uses that are compatible with the primary office employment uses, such as commercial hospitality services, civic uses, and high density residential housing affiliated with permitted educational facilities.
- Employment Mixed-Use is established where office employment, educational uses and light manufacturing employment uses are intended as the primary uses with external impacts less than or equal to office uses. Limited small scale retail and service uses are also permitted if developed as an integral part of the primary employment development to provide commercial services needed by employees in close proximity to their workplace (employment-generating educational uses may be considered primary uses). High impact public utility facilities are permitted as a primary use. Warehousing is permitted as a secondary use.
- Nodal Development Area is established where land designated in one of the aforementioned



categories also meet the fundamental characteristics of a node as defined in the Springfield Comprehensive Plan: Design elements that support pedestrian environments and encourage transit use, walking, and bicycling; a transit stop that is within walking distance (generally ¼ mile) from anywhere in the node; mixed uses providing services within walking distance; public spaces (such as parks, public and private open space), and public facilities, that can be reached without driving; and a mix of housing types and residential densities that achieve an overall net density of at least 12 units per acre.

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

## Zoning

Zoning Districts delineate areas that implement plan designations and apply land use regulations and development standards. In the Glenwood Riverfront, the names of the zoning districts will be the same as the Plan designations. These zoning districts in the Glenwood Riverfront identify permitted land use types and mixes and address distinct constraints and diverse amenities that create unique opportunities for development within the boundaries of four subareas, as depicted in Figure 3. Primary uses are the principal permitted uses intended to predominate or characterize each subarea. Other uses are permitted, but are intended to be incidental and subordinate to the primary use. Thus, to preserve the land supply of the primary intended use of each subarea, the prevalence of these other uses must be constrained in some fashion; typically, in terms of limiting their occupancy of a building, development area, or the subarea as a whole. Re-zoning land concurrently with the re-designation of land will resolve all plan-zone conflicts that existed prior to Plan adoption.

To streamline the typical ‘use lists’ associated with most zoning district Schedule of Uses, Glenwood Phase I establishes the definition of categories of uses permitted in plan designations and provides illustrative examples. These definitions, in tandem with the illustrative examples, guide the uses permitted in each subarea and avoid extensive lists of permitted uses that inevitably fail to capture precisely all possible uses, especially given changes in technology, business practices, the economy, and styles over time. Uses proposed for new development or redevelopment that meet the definition of the use categories permitted within each subarea will be allowed, provided the Director makes findings that the proposed use meets the definition of the use category and has no greater impact to surrounding properties and public infrastructure than those uses as defined or illustrated. If the Director determines

that a use cannot readily meet the definition or illustrative example, it will require formal interpretation as specified in the Springfield Development Code.

The use categories referred to in the subarea descriptions are listed below. It should be noted that public open space and public facilities that are developed in accordance with Glenwood Phase I are permitted in all subareas.

#### *Residential*

**High Density Residential:** High-density residential uses are permanent attached dwellings that meet a minimum density threshold of 28 dwelling units per net acre; however, in the Glenwood Riverfront, the minimum density is 50 dwelling units per net acre. Examples of high density residential uses include, but are not limited to: apartments; lofts; condominiums; senior or congregate care facilities; row houses; townhouses; live/work units; and dormitories.

#### *Commercial*

- **Retail Sales and Services:** Retail sales and services are commercial enterprises whose principal activity involves the sale and/or servicing of merchandise (new or reused) directly to consumers. Examples include, but are not limited to: bookstores; grocers; pharmacies; art galleries; florists; and apparel shops.
- **Eating and Drinking Establishments:** Eating and drinking establishments are commercial enterprises whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers. Examples

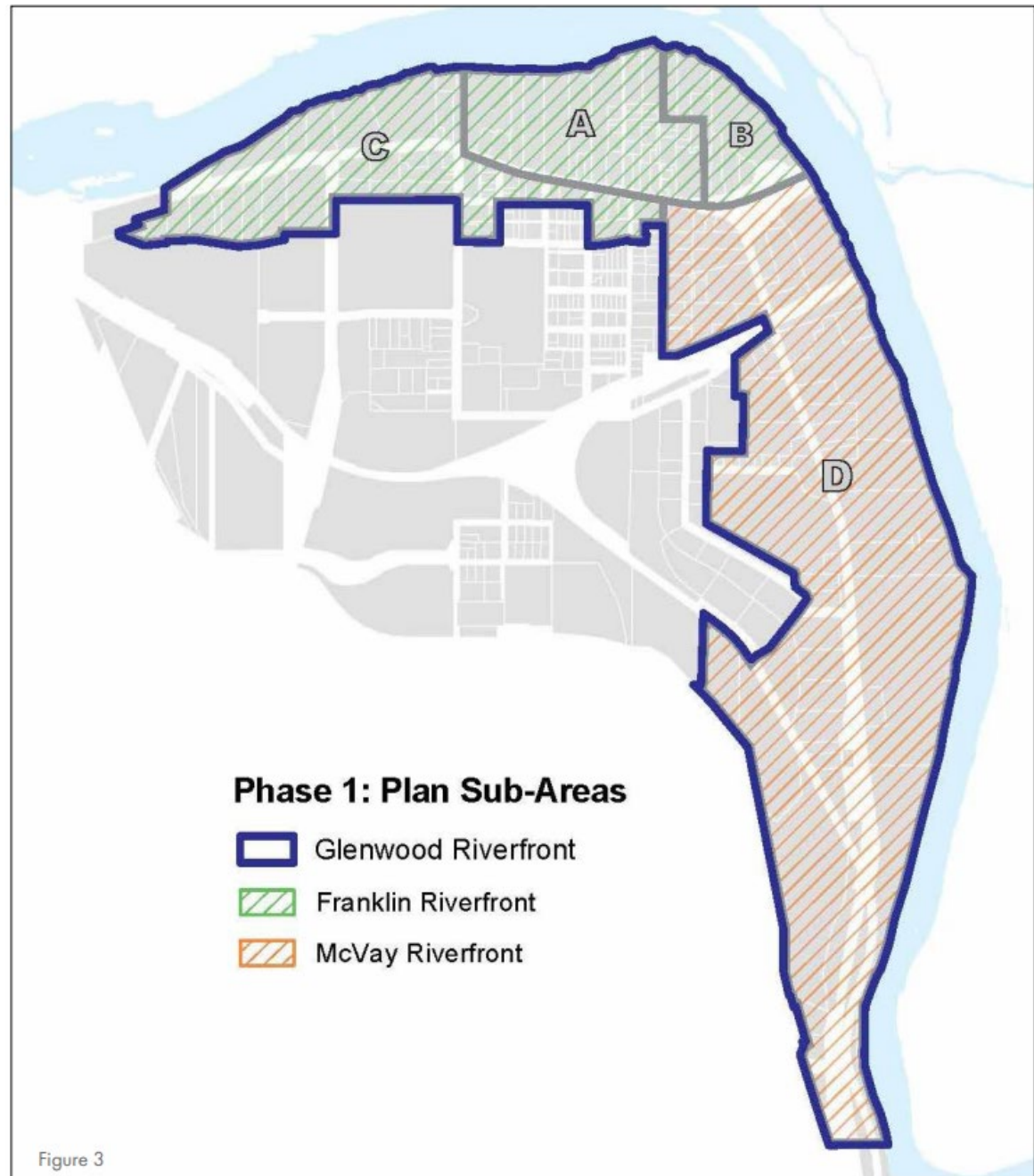


Figure 3

include, but are not limited to: bakeries; cafes; delicatessens; restaurants; coffee shops; brew pubs; and wine bars.

- **Personal Services:** Personal services are commercial enterprises whose principal activity involves the care of a person or a person's apparel. Examples include, but are not limited to: fitness centers; spas; hair stylists; shoe repair; dry cleaners tailors; and daycare.
- **Professional, Scientific, and Technical Services:** Professional, scientific, and technical services are typically small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities are typically attracted to high-quality settings and can be housed in office storefronts, office buildings, or in residential or live/work units and typically require a high degree of expertise, training, and/or certifications. What distinguishes these types of office uses from office employment uses is that there is typically frequent, direct interaction between the public and the proprietor. Examples include, but are not limited to: legal advice and representation; accounting; banking; architecture; engineering; research; design and marketing; real estate; insurance; physicians; and counselors.
- **Hospitality Services:** Hospitality services are commercial enterprises whose principal activity is the provision of temporary visitor accommodations and/or services to the public. Examples include, but are not limited to: inns; guesthouses; bed and breakfasts; extended stay hotels or apartment hotels; limited service hotels; full service hotels; conference hotels; museums; travel and visitor [information information](#) centers; and conference/exposition centers.

#### *Employment*

- **Office Employment:** Office employment uses are businesses that are typically housed in office buildings where there is limited interaction between the public and the proprietor. The principal activity of these uses is associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. Examples include, but are not limited to: call centers; corporate or regional headquarters; physicians' clinics; software development; media production; data processing services; and technical support centers.
- **Light Manufacturing:** Light manufacturing employment uses are businesses engaged in small scale manufacturing (predominantly from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, or packaging of these products. Emphasis is placed on uses that are not potentially dangerous or environmentally incompatible with office employment uses, i.e. not generating air pollution, hazardous waste, or excessive noise. These uses typically generate limited/light freight traffic, and all manufacturing and storage of materials and company vehicles are obscured from public view. Examples include, but are not limited to: manufacture of electronic instruments; specialty food processing; pharmaceutical manufacturing;

research and scientific laboratories; and businesses that recycle manufactured materials for sale to the public.

- Public Facilities: Also permitted are high impact public utility facilities.

Glenwood Phase I calls for re-designating and re-zoning all parcels in the Glenwood Riverfront contemporaneously with the adoption of Glenwood Phase 1. However, if these changes cause existing uses to not conform to the new zoning district or plan designations, the buildings or structures housing such non-conforming uses may continue, expand, or be modified as permitted under the Springfield Development Code regulations governing pre-existing non-conforming uses until they are abandoned or redeveloped.

## Subareas

### *Subarea A*

Subarea A includes just over 33 acres of land in the core of the Franklin Riverfront and is bounded on the north by the Willamette River, on the south by Franklin Boulevard, on the west by a future northerly extension of Henderson Avenue, and on the east by a future northerly extension of McVay Highway. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback, reduce the developable acreage of Subarea A by 32.5% (13.9% streets, 10.5% neighborhood park blocks, 8.1% riparian setback and riverfront linear park). This figure conforms to the approximately 32% of residentially-designated land made available by the Springfield Comprehensive Plan for auxiliary uses, such as streets, neighborhood parks, and other public facilities.

Subarea A is intended for the development of an urban high-density residential mixed-use neighborhood to:

- capitalize on the proximity of transit stations serving a high frequency transit corridor and existing and future job centers;
- take advantage of riverfront views and unique development opportunities;
- provide additional housing choices for area residents;
- support the high level of public investment in infrastructure that has occurred or is planned in the Franklin Riverfront; and
- help meet an identified deficiency in high-density residential land in Springfield.

Residential uses at densities of at least 50 dwelling units per net acre are required as a primary use for all new development and redevelopment in Subarea A; no maximum densities will be imposed. Residential buildings at these density levels encourage development in a compact, urban form and are typically four to six stories in height. The most common occupancy types at these densities are multi-

family apartment rentals and condominiums, but senior/congregate living facilities and other attached dwelling types are permitted. Glenwood Phase I encourages developers in Subarea A to provide a variety of unit sizes and occupancy opportunities to enable residents from a wide range of economic levels, household sizes, and ages to live in this subarea. At full build-out at this minimum level of density, the roughly 22 net developable acres in Subarea A would include approximately 1,100 additional high-density dwelling units to Springfield's housing stock. Subarea A provides the capacity, however, for at least twice that number of dwelling units.

Livelier development along street edges make for safer streets; ground floor shops and office spaces provide services needed by residents and attract activity to the street. While development of residential uses alone is allowed in Subarea A, suitable educational facilities and supporting commercial uses are encouraged to be developed as an integral, secondary part of the primary residential development in an effort to:

- attract activity to the street, making street edges livelier and safer;
- create an active street life throughout the day and evening;
- support a pedestrian-friendly environment;
- provide close-in ground floor commercial uses serving residents and employees in the area;
- take advantage of riverfront sites and easy access to major transportation corridors; and
- moderate traffic generation from the high intensity of residential uses in this subarea.

The types of commercial uses allowed in Subarea A are those that generate foot traffic and have few external adverse impacts on residential life. The permitted uses include: retail sales and services; eating and drinking establishments; personal services; and professional, scientific, and technical services. However, auto- or truck-oriented/dependent commercial uses are not consistent with the intent of pedestrian and transit-oriented development and, in some instances, may actually conflict with safe and convenient movement of pedestrians and bicycles. Uses not permitted nor intended for Subarea A include, but are not limited to: auto/truck sales, rentals, or services; auto/truck equipment sales or services; auto/truck washes; and drive-through facilities.

Subarea A will support transit-oriented development by locating a mix of higher density housing and compatible commercial uses within a quarter mile of transit stops. Nonetheless, commercial uses in Subarea A are limited to the ground floor of residential buildings fronting the public realm, such as streets and parks, because:

- the primary use in Subarea A is residential

- Subarea A is the only subarea of the Glenwood Riverfront where residential is the required primary use;
- this is the best way to ensure that Springfield meets some of its high density residential land needs; and
- Subarea A is not intended to compete with commercial uses in Downtown Springfield or other commercial districts in Springfield.

On the street side of buildings along Franklin Boulevard, however, the commercial uses listed above will be allowed as uses allowed on upper stories to enable commercial development to take advantage of the exposure to Franklin Boulevard and to enable development on the north and south sides of Franklin Boulevard to include similar uses.

The applicable plan designation and zoning district provide guidance concerning the type and form of future development and redevelopment desired for Subarea A, yet achieving the community vision for this neighborhood also requires a circulation pattern and open-space framework that supports residential mixed-use development. In response to this critical piece, the high-density residential and commercial mix of uses envisioned for Subarea A are connected to the Willamette River and are organized around a street grid linked to a future multi-way boulevard that ensures a high level of connectivity and an efficient circulation pattern for pedestrians, bicyclists, and public transit. Subarea A also includes interlocking Park Blocks to provide for open space amenities necessary for a livable urban high-density residential neighborhood and an urban riparian corridor that protects an important natural resource and provides for unique stormwater management and regional open space opportunities. Together, the streets, Park Blocks, and river greenway create a contiguous public realm that is intended to complement, support, and focus the future residential and commercial activities in Subarea A. These mixed uses and public realm will, over time, mature into a quality riverfront neighborhood (these components are discussed in more detail in later chapters).

#### *Subarea B*

Subarea B includes nearly 15 acres of land in the northeast corner of the Franklin Riverfront and is bounded on the north and east by the Willamette River, on the south by Franklin Boulevard and the South A Street Bridge, and on the west by a future northerly extension of McVay Highway. Subarea B also includes the northeastern-most block of the street grid. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback, reduce the developable acreage of Subarea B by approximately 30% (10.4% streets, 19.2% riparian setback).

Subarea B provides for flexible commercial and/or high-density residential development opportunities in response to developer interest in and market demand for hospitality and other accompanying commercial uses with riverfront views and access that complement the adjacent urban high-density

residential mixed-use neighborhood to the west. However, Subarea B is not intended to compete with the commercial retail uses in Downtown Springfield. Thus, for Subarea B, retail sales and services are considered secondary uses while the other categories of commercial uses (hospitality services; eating and drinking establishments; personal services; and professional, scientific, and technical services) and office employment uses are permitted either as primary stand-alone uses or as part of a building with a mix of residential and commercial uses. For the same reasons described above under Subarea A, Subarea B is not intended for auto- or truck-oriented/dependent uses. Educational facilities and residential uses at densities of at least 50 dwelling units per net acre are also allowed as a stand-alone use or as part of a building with a mix of residential and commercial uses. Nevertheless, since this subarea is designated with commercial as the primary use, in order to preserve this area for commercial development, no more than 50% of development areas may be developed with residential uses.

#### *Subarea C*

Subarea C includes roughly 46 acres of land fronting the Willamette River and/or Franklin Boulevard distributed throughout the Franklin Riverfront. Specifically, Subarea C includes: the tax lots that currently front the south side of Franklin Boulevard from the I-5 Bridge to Glenwood Boulevard in the southwest corner of the Franklin Riverfront; land in the northwest corner of the Franklin Riverfront, bounded on the north by the Willamette River, on the south by Franklin Boulevard, and on the east by a future northerly extension of Henderson Avenue; and land within the Glenwood Phase I boundary on the south side of Franklin Boulevard from Glenwood Boulevard to Brooklyn Avenue. Public infrastructure, as well as the required 75-foot Willamette River riparian/Greenway setback and a significant wetland/water quality limited water course (WQLW) and its required 50-foot setback, reduce the developable acreage of Subarea C by approximately 18% (5.1% streets, 9.5% riparian setback, and 4.9% wetland/WQLW and setback).

Subarea C emphasizes office employment uses, allowing businesses to locate in a variety of spaces, and provides for the creation of employment opportunities typically associated with jobs that allow individuals to support themselves and their household. Subarea C supports uses that are in very close proximity to a future urban high-density residential neighborhood (Subarea A) and is intended to:

- take advantage of the proximity of the University of Oregon and frequent high-speed transit service with connections to the Downtown Eugene and Downtown Springfield transit stations;
- capitalize on the riverfront and good visibility from/access to major transportation corridors; and
- help meet an identified need for employment land in Springfield.

As such, office employment uses, as well as professional, technical, and scientific commercial service uses and educational facilities, are considered the primary uses in Subarea C.

Subarea C also allows retail sales and services, eating and drinking establishments, and personal service commercial uses that predominantly support nearby office employment uses. These supporting uses are intended to generate foot traffic and have few external adverse impacts on office employment uses. Nevertheless, commercial uses in Subarea C are limited to ensure land is developed for employment uses and to concentrate a viable critical mass of retail, eating and drinking, and personal services development opportunities in the residential mixed-use neighborhood in Subarea A. Retail sales and services, eating and drinking establishments, and personal services are restricted to the ground floor where the primary building use is office employment. However, uses such as child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees (and that do not generally serve the public) are considered accessory uses and may be located anywhere within primary use structures.

Subarea C additionally provides flexibility for other uses that address distinct opportunities and constraints in portions of Subarea C. Nevertheless, to preserve the office employment land supply, these other uses, in total, may not comprise more than 50% of Subarea C.

For example, lodging (such as extended stay hotels) is a typical component of office employment areas, so in Subarea C, hospitality uses are permitted to take advantage of easy access to I-5 and the University of Oregon. Hospitality uses are only considered appropriate for the portion of Subarea C located southwest of Glenwood Boulevard or fronting the roundabout at the intersection of Glenwood Boulevard and Franklin Boulevard. Given the tendency of some hospitality uses (especially those integrated with office employment uses) to include some residential units, the conversion of hotel use to residential use would be permitted in these instances.

Due to potential development challenges in the southwest corner of Subarea C posed by the significant wetland/riparian areas, as well as its immediate adjacency to Eugene, the portion of the subarea south of Franklin Boulevard and west of Glenwood Boulevard is well positioned to support metropolitan-oriented civic uses (such as a fire station).

Since employment-generating educational facilities can be developed as primary uses in Subarea C, and given the proximity to the University of Oregon and other institutions of higher education, high-density residential housing affiliated with permitted educational facilities located north of Franklin Boulevard in the vicinity of Glenwood Boulevard are a compatible and complimentary use.

#### *Subarea D*

Subarea D includes almost 174 acres of land and is comprised of the entire McVay Riverfront. The required 75-foot Willamette River riparian/Greenway setback and a significant wetland/riparian corridor and its required 25-foot setback, reduce the developable acreage of Subarea D by approximately 19% (18.6% riparian setback, and 0.8% wetland/riparian corridor and setback). The

existing railroad right-of-way further reduces the developable acreage by approximately 4%, and future public infrastructure, such as streets, will also reduce the developable area of Subarea D.

Subarea D serves as an employment center for office employment and light manufacturing employment uses whose external impacts are less than or equal to office uses, and that typically promote the creation of a wide range of jobs that allow individuals to support themselves and their households, serve the region, and complement the future urban high-density residential neighborhood in Subarea A.

Subarea D:

- is in very close proximity to existing industrial uses and a heavily used freight rail corridor;
- capitalizes on the riverfront and easy access to major transportation corridors, including I-5;
- is relatively flat and contains large parcel sizes;
- is in the heart of the metropolitan area; and
- helps meet an identified need for employment land in Springfield.

Subarea D thus allows, as primary uses: office employment uses; professional, technical, and scientific commercial service uses; and employment-generating educational facilities. However, what predominantly distinguishes Subarea D from Subarea C (the Office Mixed-Use designated subarea described above) is the additional allowance, as a primary use, of the production, assembly, testing, and packaging functions associated with light manufacturing or technology uses that typically generate limited/light freight traffic. Another distinction from Subarea C is that Subarea D is considered appropriate for a hospital as a primary employment use (supporting medical office buildings are already considered a primary office employment use). Notwithstanding more specific discussion of public facilities in this Plan, Subarea D is the appropriate subarea to permit certain high impact public utility facilities as primary uses in the Phase 1 Glenwood Refinement Plan area. Subarea D is the most suitable area to locate such facilities due to the existence of pre-existing high impact public utility facilities within portions of Subarea D and proximity to other industrial uses.

As with Subarea C, to provide commercial services for employees in close proximity to their workplace, Subarea D also allows for retail sales and services, eating and drinking establishments, and personal service commercial uses that predominantly support and are located on the ground floor of a primary employment building. Secondary warehousing and distribution functions associated with primary light manufacturing uses are also allowed. However, similar to Subarea C above, uses such as child care, indoor recreation centers, cafeterias, restaurants, or other contracted services for the benefit of office employees (and that do not generally serve the public) are considered accessory uses and may be located anywhere within primary use structures.

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

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### Water Facilities and Services

There are three water districts currently in Glenwood: The Glenwood Water District (GWD); the Eugene Water and Electric Board (EWEB); and the SUB. Until 2001, the GWD contracted with EWEB for water service. At that time, SUB and the GWD signed a Water Supply and Services Agreement stating that SUB will provide water supply and related operational and maintenance services to the GWD. SUB purchased water from EWEB and resold it to the GWD during the interim period while SUB constructed new water transmission facilities to provide water to the GWD. The purchase of water from EWEB was incrementally reduced as SUB constructed new water distribution facilities in Glenwood and was discontinued in April 2009. The SUB-GWD Agreement was updated in 2006.

In Glenwood, SUB owns all water facilities within the City limits and provides water service within the City limits, including billing and maintenance. The GWD owns all water facilities outside of the City limits and contracts with SUB to provide water within that part of the system, bill customers for monthly usage, and provide maintenance on that part of the system. Glenwood water facilities are depicted in Figure 4. The GWD is a taxing district and contracts with Springfield Fire and Life Safety for fire protection and SUB Electric for the maintenance of street lights in those areas of Glenwood outside the city limits. When land is annexed into the City, it is subsequently withdrawn from the GWD, thereby diminishing both the customer base and the service area of the district. As the responsibility of the GWD diminishes, there will come a time where it is neither logical nor cost-effective for the GWD to remain in operation. However, the GWD cannot dissolve until the entire unincorporated portion of Glenwood is annexed to Springfield due to its continued role in fire protection. The GWD will need to continue to exist to contract fire protection services for the unincorporated portion of Glenwood.

In 2001, SUB and EWEB signed a Transfer Agreement that discussed the termination of the water service agreement between the GWD and EWEB and specific EWEB water facilities. There are 16- and 24-inch water mains along the southern border of Glenwood that will remain under EWEB's jurisdiction in order to serve Eugene's southern regions and along 30th Avenue, directly north of Lane Community College. These mains currently terminate at Nugget Way. SUB is leasing a portion of the 24-inch EWEB water main east of the Laurel Hill Pump Station to provide a looped system in this area, until such time as EWEB is prepared to extend the transmission main further to the south. EWEB will continue to own the water mains in its possession.

[In 2014, EWEB transferred location of a water right on the Willamette River from its headquarters area to an area below the confluence of the Middle and Coast Forks of the Willamette River, abutting Subarea D within the Phase 1 refinement plan. EWEB evaluated several sites and acquired the Subarea D property in 2015. To provide redundancy, safety and resiliency for its water customers, EWEB seeks to develop in Subarea D a second water source from the Willamette River, with an intake, water treatment facilities and associated improvements.](#)

## **System Capacity**

The water system in the Glenwood Riverfront is comprised of hydrants and distribution piping, as depicted in Figure 4. The system is fed from an intertie with SUB's west distribution system located at the east end of the South A Street Bridge. In 2004, SUB constructed a 24-inch transmission pipeline across the bridge. Large diameter 16-inch water mains have been constructed from the bridge west to Glenwood Boulevard and south to East 19th Avenue and Nugget Way. Personnel from the GWD and SUB have reported that existing pipe sections removed from the water system during water improvement construction projects show existing pipe to be in relatively good hydraulic condition. Additional large diameter water mains are planned as development occurs that requires the additional capacity. There are a number of private water wells that service Glenwood properties that will continue in operation at least until the property is annexed to Springfield.

### *Objective:*

Provide a public water system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.

### *Policies & Implementation Strategies:*

- Provide water service either directly or by contract.
  - Continue to contract with EWEB for the use of their transmission pipeline to provide a looped SUB water system in south Glenwood until both utilities agree upon an alternative.
  - Continue the contract with the GWD to provide water service to customers in the unincorporated portions of Glenwood until the GWD is dissolved.
  - Monitor development in Glenwood and establish a plan for the construction of additional water mains.
- Determine the appropriate timing for dissolution of the GWD.
  - Address the provision of fire protection service to unincorporated Glenwood prior to the dissolution of the GWD.
  - Ensure that the GWD notifies Springfield and SUB well in advance of the dissolution of the GWD to facilitate orderly transition.

## **Utility Placement & Adverse Visual and Walkability Impacts**

Similar to electric services, water services infrastructure is an essential part of development, but it can be a source of adverse visual impact and its placement can affect the walkability of the neighborhoods

in which it is located. Water mains and water service laterals are placed underground. However, SUB requires the placement of water apparatus, such as water meters and backflow prevention devices, above-ground due to Oregon Health Division rules regarding flooding and draining. Thus, the placement of water utilities in the Glenwood Riverfront, both in the public right-of-way and on private property, should be coordinated with SUB to ensure that the character of the neighborhoods and streetscape envisioned for the Glenwood Riverfront are achieved as development or redevelopment occur. [EWEB's planned water intake and treatment facilities should also be sited and developed to minimize visual impact and allow for extension of the planned riverfront pathway system.](#)

**Objective:**

Minimize the impact of water facilities on the visual environment and pedestrian paths of travel as new development or redevelopment occur in the Glenwood Riverfront.

**Policies & Implementation Strategies:**

- Coordinate with SUB [and EWEB](#) to develop criteria for locating and obscuring water facilities that consider visual, auditory, health and environmental impacts; pedestrian mobility; operational ease; and initial costs and maintenance costs in association with proposed development in the Glenwood Riverfront.
- Consider views, visual pollution, and pedestrian mobility in locating and obscuring water meters, backflow prevention devices, and other above-grade water apparatus.

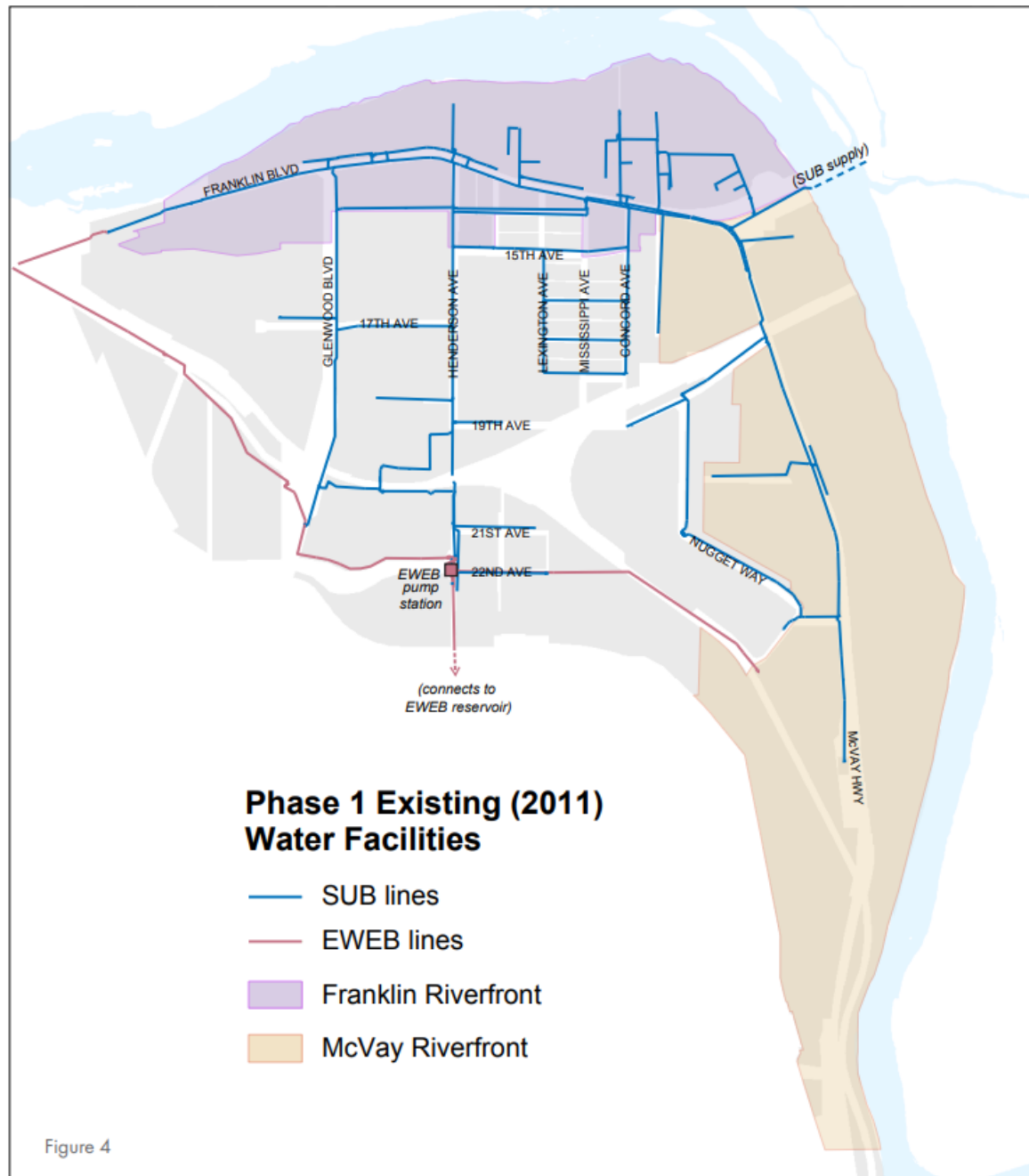


Figure 4

- ° Locate or relocate water lines in coordination with proposed streets, driveways, accessways, and paths.
- ° Coordinate the routing or re-routing of service lines and above-grade water apparatus with private developers to minimize potential detrimental effects on the layout of new development/redevelopment.
- ° Locate above-grade water apparatus including, but not limited to water meters and backflow prevention devices, outside of pedestrian routes, such as sidewalks, crosswalks, and building entrances; and utilize landscaping and public art to make these facilities as unobtrusive as possible on the public realm/streetscape.
- ° Consider views, design features, landscaping, screening, and routing/access for a future multi-use riverfront path in locating, designing and developing EWEB water intake and transmission facilities below grade, and associated above-grade water pump and treatment facilities.

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**Springfield Development Code Amendments  
Concerning High Impact Public Utility Facilities in the Employment Mixed Use District**

The following amendments to the Springfield Development Code (SDC) are intended to add “high impact public utility facilities” as a primary use in the Glenwood Employment Mixed Use District (GEMU).

**Article 3.4.200 Glenwood Riverfront Mixed-Use Plan District**

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**3.4.245 Plan Designations, Land Use District Descriptions and Applicable Overlay Districts.**

**(A) Applicable Land Use Designations.**

**(1) The Springfield Comprehensive Plan designations are as follows:**

- (a) The Multimodal Mixed Use designation applies to all land within the Glenwood Riverfront.**
- (b) The Springfield Comprehensive Plan’s Nodal Development Area Overlay designation applies to all land within the Franklin Riverfront and the land along McVay Highway, north of the Union Pacific Railroad trestle. The Nodal Development Area Overlay designation supports a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be oriented to pedestrians and transit.**
- (c) The Springfield Comprehensive Plan’s Public Land and Open Space designation includes existing publicly owned metropolitan and regional scale parks, and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space, as well as some other areas needed for public open space at a non-local level. This designation may apply to public open spaces envisioned in the Glenwood Refinement Plan, and/or any necessary major public facility, at such time as they are placed under public jurisdiction. Until that time, these public open space areas and future major public facilities (e.g., a fire station) will retain the applicable mixed-use designation and zoning described in SDC 3.4.245(A)(2) and (B). When appropriate, the City or an affected public agency may initiate a Springfield Comprehensive Plan Map and Zoning Map amendment for the subject property to be designated and zoned Public Land and Open Space.**

**(2) The Glenwood Refinement Plan designations are as follows:**

- (a) Residential Mixed-Use, Commercial Mixed-Use, Office Mixed-Use, and Employment Mixed-Use. The descriptions of these designations are the same as the base zoning districts described in SDC 3.4.245(B).**
- (b) Multimodal Mixed-Use Area (MMA) designation applies to all land within the Glenwood Riverfront. The MMA is established where the local government determines that there is:
  - (i) High-quality connectivity to and within the area by modes of transportation other than the automobile;****





- (i) Hospitality uses provided they are located southwest of the intersection of Franklin and Glenwood Boulevards or fronting the proposed roundabout at the northwest side of the intersection of Glenwood and Franklin Boulevards.
    - (ii) Civic uses, such as a fire station, provided they are located southwest of the intersection of Franklin and Glenwood Boulevards.
    - (iii) High density residential housing affiliated with permitted educational facilities with a minimum density of 50 dwelling units per net acre, provided it is located on the north side of Franklin Boulevard, in the vicinity of Glenwood Boulevard.
  - (c) Additional uses are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of the primary uses. These uses are: retail sales and services; eating and drinking establishments; and personal service uses. To minimize the potential over-supply of commercial land inventory in proximity to commercial uses in Downtown Springfield or other commercial districts in Springfield, and to preserve the employment land supply, these uses are limited to:
    - (i) The ground floor of a building;
    - (ii) No more than 50 percent of the ground floor of a single building;
    - (iii) No more than 50 percent of the total ground floor area of a development area; and
    - (iv) No single commercial use shall occupy more than 10,000 square feet of gross floor area.
- (4) Employment Mixed-Use. Subarea D provides for office employment and light manufacturing employment uses with limited external impacts; that have riverfront views and points of access to the Willamette River; and that helps meet an identified need for employment land in Springfield. In Subarea D:
  - (a) Primary uses are permitted either as stand-alone uses or within a mixed-use building: office employment uses; professional, technical and scientific commercial service uses; educational facilities; production, assembly, testing, and packaging functions associated with light manufacturing or technology uses; **high impact public utility facilities**; and a hospital.
  - (b) Additional uses are permitted as secondary uses only within mixed-use buildings to provide some of the business-related needs of the primary uses. These uses are: retail sales and services; eating and drinking establishments; and personal service uses.
  - (c) To minimize the potential over-supply of commercial land inventory in proximity to commercial uses in Downtown Springfield or other commercial districts in Springfield, and to preserve the employment land supply, the secondary commercial uses specified in SDC 3.4.245(B)(4)(b) are limited to:
    - (i) The ground floor of a building;
    - (ii) No more than 50 percent of the ground floor of a single building;

- (iii) No more than 50 percent of the total ground floor area of a development area; and
- (iv) No single commercial use shall occupy more than 10,000 square feet of gross floor area.
- (d) Secondary warehousing and distribution functions associated with a primary light manufacturing use are permitted provided they are located on the same lot/parcel or in the same development area.
- (e) No residential uses are permitted.

**EXCEPTION:** Assessor’s Maps and Tax Lots 18-03-03-11-01401, 17-03-34-44-03300, and 17-03-34-44-00301 permit primary and secondary uses as specified in SDC 3.4.245(B)(2).

- (5) Public Land and Open Space. Subareas A, B, C and D currently provide appropriate zoning for park facilities and public facilities; however, in the future, the Public Land and Open Space zone may be added as stated in SDC 3.4.245(A)(1)(c).

**(C) Applicable Overlay Districts.**

- (1) The Floodplain Overlay District (SDC 3.3.400);
- (2) The Hillside Overlay District (SDC 3.3.500);
- (3) The Historic Overlay District (SDC 3.3.900), as applicable; see also SDC 3.4.270(N);
- (4) The Willamette Greenway Overlay District as it applies in Glenwood (SDC 3.4.280); and
- (5) The Urbanizable Fringe Overlay District (SDC 3.3.800) will continue to apply to all property outside of the city limits, within the Springfield Urban Growth Boundary, until such time that the property is annexed to the City.  
(6279; 6316; 6463)

**3.4.250 Schedule of Use Categories.**

In Subareas A, B, C and D, the following uses shall be permitted in the base zoning districts as indicated, subject to the provisions, additional restrictions and exceptions specified in this code.

Uses not specifically listed may be approved as specified in SDC 3.4.260. Prohibited uses are listed in SDC 3.4.255.

“**P**” = **PRIMARY USE** subject to the standards of this code. Primary uses are defined in SDC 6.1.110 as “the principal use approved in accordance with this code that usually occupies greater than 50% of the gross floor area of a building or greater than 50% of a development area.”

“**S**” = **SECONDARY USE** subject to the standards of this code. Secondary uses are defined in SDC 6.1.110 as “Any approved use of land or a structure that is incidental and subordinate to the primary use, and located on the same development area as the primary use. Secondary uses shall not occur in the absence of primary uses.”

“**N**” = **NOT PERMITTED**

**SITE PLAN REVIEW IS REQUIRED** for all development proposals within Subareas A, B, C and D.  
(6279; 6316; Ord. No. 6482, 7/1/2024)

<b>Categories/Uses</b>	<b>Residential Mixed-Use</b>	<b>Commercial Mixed-Use</b>	<b>Office Mixed-Use</b>	<b>Employment Mixed-Use</b>
<b><i>Accessory Uses</i></b>				
A use or uses within a primary use building that is for the residents' or employees' benefit and that does not generally serve the public, including, but not limited to, building maintenance facilities, central mail rooms, child care, conference rooms, employee restaurants and cafeterias, indoor recreation areas, and indoor recycling collection centers.	P	P	P	P
<b><i>Commercial/Retail</i></b>				
Eating and drinking establishments (including food trucks) whose principal activity involves the sale and/or service of prepared foods and beverages directly to consumers, including, but not limited to, bakeries, cafes, delicatessens, restaurants, coffee shops, brew pubs, and wine bars.	P <sup>1</sup>	P	S	S
Personal services whose principal activity involves the care of a person or a person's apparel, including, but not limited to, fitness centers, spas, hair stylists, shoe repair, dry cleaners, tailors, and daycare.	P <sup>1</sup>	P	S	S
Professional, scientific, research and technical services are small-scale commercial office enterprises whose principal activity involves providing a specialized service to others. These activities can be housed in office storefronts, office buildings, or in residential or live/work units where such residential use is permitted by this code and include, but are not limited to, legal advice and representation, accounting and income tax preparation, banking, architecture, engineering, design and marketing, real estate, insurance, physicians, and counselors.	P <sup>1</sup>	P	P	P

<b>Categories/Uses</b>	<b>Residential Mixed-Use</b>	<b>Commercial Mixed-Use</b>	<b>Office Mixed-Use</b>	<b>Employment Mixed-Use</b>
Retail sales and services (including indoor recreational facilities) are commercial enterprises whose principal activity involves the sale and/or servicing of merchandise (new or reused) directly to consumers. Examples include, but are not limited to, bookstores, grocers, pharmacies, art galleries, florists, jewelers, and apparel shops.	P <sup>1</sup>	P <sup>1</sup>	S	S
<b><i>Educational Facilities<sup>2</sup></i></b>				
Public/private educational facilities for primary and secondary education	S	N	N	N
Public/private educational facilities that include, but are not limited to, higher education aimed at adults; business, professional, technical, trade and vocational schools; job training; and vocational rehabilitation services.	P <sup>1</sup>	P	P	P
<b><i>Employment</i></b>				
Business parks	N	N	P	P
Hospitals	N	N	N	P
Light manufacturing uses engaged in the manufacture (predominantly from previously prepared materials) of finished products or parts, including processing, fabrication, assembly, treatment, testing, and packaging of these products. The uses are not potentially dangerous or environmentally incompatible with office employment uses and all manufacturing uses, and storage of materials occurs entirely indoors. These uses include, but are not limited to, manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, and research and scientific laboratories.	N	N	N	P

<b>Categories/Uses</b>	<b>Residential Mixed-Use</b>	<b>Commercial Mixed-Use</b>	<b>Office Mixed-Use</b>	<b>Employment Mixed-Use</b>
Office employment uses are typically housed in buildings where there is limited interaction between the public and the proprietor. These uses are associated with the performance of a range of administrative, medical, high tech, nanotechnology, green technology, pharmaceutical and biotechnology, information technology, information management, and research and development functions. These uses include, but are not limited to, call centers, corporate or regional headquarters, physicians' clinics, software development, media production, data processing services, and technical support centers.	P <sup>1</sup>	P	P	P
Recycling facilities that occur completely within buildings and are located only on the west side of McVay Highway.	N	N	N	P
Warehousing and distribution uses for the storage and regional wholesale distribution of manufactured products and for products used in testing, design, technical training or experimental product research and development permitted in conjunction with business headquarters.	N	N	N	S
<b><i>Hospitality</i></b>				
Conference/visitor centers include, but are not limited to, conference hotels, visitor information centers, museums, and conference/exposition centers.	P <sup>1</sup>	P	N	N
Hotels include, but are not limited to, inns, bed and breakfasts, guesthouses, extended stay hotels or apartment hotels, limited service hotels, and full service	P <sup>1</sup>	P	P	N

<b>Categories/Uses</b>	<b>Residential Mixed-Use</b>	<b>Commercial Mixed-Use</b>	<b>Office Mixed-Use</b>	<b>Employment Mixed-Use</b>
hotels. Hotels may be converted to apartments where such residential use is permitted by this code and the Oregon Structural Specialty Code, related building codes, fire codes and referenced standards in effect at the time of application for a building permit.				
<b><i>Residential</i></b>				
Residential occupancy of a dwelling unit by a household that includes, but is not limited to, apartments, condominiums, live/work units, lofts, row houses, townhouses, and elderly-oriented congregate care facilities.	P	P	P	N
Income-qualified housing <sup>3</sup>	P	P	P	P
Conversion from commercial to residential <sup>4</sup>	P	P	P	N
<b><i>Parking</i></b>				
Public or private parking lots/structures	S	S	S	S
<b><i>Public Open Space</i></b>				
Riverfront linear park/multi-use path	P	P	P	P
Park blocks/public recreational facilities and stormwater management facilities.	P	P	N	N
<b><i>Public Utilities and Other Public Uses</i></b>				
Low impact facilities are any public or semi-public facility that is permitted subject to the design standards of this code, including, but not limited to, wastewater; stormwater management; electricity and water to serve individual homes and businesses; other utilities that have minimal olfactory, visual or auditory impacts; street lights; and fire hydrants.	P	P	P	P
Public uses, including, but not limited to, fire and police stations.	N	N	P	N

Categories/Uses	Residential Mixed-Use	Commercial Mixed-Use	Office Mixed-Use	Employment Mixed-Use
<p><u>High impact facilities are any public or semi-public facility that is permitted subject to the design standards of this code, including, but not limited to, electric power transmission lines (greater than 69 KV), poles and substations; gas pipe line valve stations; sanitary sewer treatment plants or effluent ponds; water reservoirs and water storage tanks greater than 300,000 gallons or 30 feet in height; water treatment facilities, including filtration plants greater than 2.5 million gallon capacity per day; fire/ambulance stations.</u></p>	<u>N</u>	<u>N</u>	<u>N</u>	<u>P</u>
<p>Wireless Telecommunications Systems Facilities. Only flush mounting the entire antenna on a building shall be permitted if the connecting cables cannot be seen; they are color matched to the building; and they match the façade of the building. If conditions do not favor flush mounted antennas, a stand-alone monopole antenna not more than 15 feet high, measured from the place of attachment on the roof, shall be permitted if the antenna is set back so that it cannot be seen from street.</p>	P	P	P	P

- 1 Primary use permitted only in the area east of Mississippi Avenue and north of the east-west leg of Franklin Blvd.
- 2 Educational facilities include, but are not limited to, classrooms, auditoriums, labs, gyms and libraries.
- 3 Income-qualified housing is permitted subject to either: (1) the approval standards in the district for residential uses; or (2) the approval standards in SDC 4.7.370 and 4.7.405.
- 4 Conversion from commercial to residential use is permitted subject to the standards in SDC 4.7.215.
- 5 Allow other park/recreational facilities in lieu of park blocks through a Master Plan process.

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**Staff Report and Findings**  
**Springfield City Council and Lane County Board of Commissioners**  
**Type 4 Amendment to the 2014 *Glenwood Refinement Plan* Text**

**Meeting Date:** May 18, 2026

**File Number:** 811-25-000062-TYP4

**Applicant:** Laura Farthing, EWEB

**Request**

The City has received an application for text amendments to the adopted 2014 *Glenwood Refinement Plan*, sometimes referred to as the *Phase 1 Glenwood Refinement Plan*. In accordance with Springfield Development Code (SDC) 5.6.105(B), proposals for amending a neighborhood Refinement Plan may be initiated by a citizen (in this case, a public agency and property owner). In accordance with SDC 5.1.605 and 5.6.110, text amendments to an adopted Refinement Plan are processed as a Type 4 legislative plan amendment requiring public hearings before the Springfield Planning Commission and City Council. The requested text amendments affect portions of the Phase 1 Glenwood Riverfront area, which includes properties both inside and outside the City limits. Because Lane County has co-adopted the 2014 *Glenwood Refinement Plan*, co-adoption of any text amendments is necessary.

The proposed *Glenwood Refinement Plan* text amendments specifically affect the Employment Mixed Use zone of the Glenwood Riverfront Mixed Use Plan District. The proposed amendments would identify “high impact public utility facilities” as a primary use within the Employment Mixed Use District and would provide locational and operational details on the type of public facility that is being proposed for the district. The proposed Refinement Plan amendments also identify visual impacts and extension of the riverside pathway system as being key considerations for the siting of high impact public utility facilities in Glenwood.

In conjunction with the proposed Refinement Plan amendments the applicant is also advancing text amendments to the City’s Development Code under separate cover (File 811-25-000061-TYP4). The SDC amendments are intended to implement the proposed *Glenwood Refinement Plan* amendments advanced herein.

The application was submitted on March 21, 2025 and deemed complete on April 8, 2025. The applicant suspended review of the companion Development Code text amendments initiated under File 811-25-000061-TYP4 so the proposed Refinement Plan amendments were held in abeyance. The applicant subsequently submitted additional information and findings in support of both applications and the plan amendment process was resumed effective December 29, 2025. The joint Planning Commission public hearing on the proposed Refinement Plan text amendments was held on March 17, 2026 and a recommendation of support for the proposal was unanimously adopted by the Springfield Planning Commission (Attachment 3). Staff has prepared a legislative version of the requested *Glenwood Refinement Plan* text amendments based on the applicant’s submittal (Attachment 2, Exhibit A).

**Background**

The applicant owns vacant property on the southern edge of Glenwood between the Willamette River and I-5. The applicant is proposing to construct a raw water intake on the Willamette River and a pump station just to the east of Franklin Boulevard. The pump station would deliver water to a new treatment plant on the west side of Franklin Boulevard adjacent to I-5. Treated, potable water would be delivered to the City

of Eugene’s water system via pipelines extending northwestward from the treatment plant. The size, operational characteristics and output capacity of the proposed water treatment plant places it within the high impact public utility facilities category as defined by SDC 6.1.110. The applicant proposes to amend the Development Code to reinstate the use of “high impact public utility facilities” within the Glenwood Riverfront Mixed Use Plan District because it was eliminated with adoption of the 2014 *Glenwood Refinement Plan* and associated Development Code amendments. Because the proposed amendments would affect all existing and future properties in Glenwood with Employment Mixed Use zoning 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 June 23, 2025 in anticipation of joint public hearings in Fall 2025. Because the joint public hearings were delayed until Spring 2026, the City sent a revised Notice of Proposed Amendment to the DLCD on February 18, 2026.

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. Consistent with the requirements of SDC 5.1.615, notification of the May 18, 2026 joint Springfield City Council and Lane County Board of Commissioners public hearing was published in *The Chronicle* newspaper on May 7, 2026. Staff also posted notices of the May 18, 2026 joint Springfield City Council and Lane County Board of Commissioners 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.

Because the proposed *Glenwood Refinement Plan* text amendments are not site-specific, a notice posted on site was not required.

### **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 Metro Plan***

*Springfield has previously adopted the following elements of its Comprehensive Plan:*

- *Land Use*
- *Economic*
- *Residential Land Use and Housing*
- *Recreation*
- *Transportation*
- *Urbanization*

*The Economic and Urbanization elements supplant the Economic and Urban and Urbanizable Elements of the Metro Plan. The goals, policies, and implementation actions in the Springfield Residential Land and Housing Element are consistent and carry out the Residential Land Use and Housing Element. The policies in the Residential Land Use and Housing Element of the Springfield Comprehensive Plan supplement, refine, and support the Residential Land Use and Housing policies of the Metro Plan but do not replace those policies. The Recreation Element of the Springfield Comprehensive Plan is the Willamalane Park and Recreation Comprehensive Plan. The Transportation Element of the Springfield Comprehensive Plan is the Springfield 2035 Transportation System Plan. These Metro Plan elements do not apply to the proposed amendments. All other Metro Plan elements and policies were evaluated concerning their applicability to the application, and none were determined to be applicable to the request.*

***Springfield Comprehensive Plan***

*All elements and policies of the Springfield Comprehensive Plan were assessed for their relevance to the application, and all applicable policies are addressed below.*

*Land Use*

*The proposed amendments permit high impact public utility facilities in the Glenwood Employment Mixed Use (GEMU) district (Subarea D of the Glenwood Refinement Plan), which implements one of the mixed use categories in the commercial designation. This category includes areas where more than one use may be appropriate, usually as determined by refinement plans. The proposed amendments modify the Springfield Development Code and Glenwood Refinement Plan for consistency. As such, the proposed amendments comply with the Land Use Element of the Springfield Comprehensive Plan, and no policies are relevant to the request.*

*Economic*

*Goal EG-1 Broaden, improve and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield's natural heritage.*

*Policy E.4 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 amendments apply to Subarea D of the Glenwood Refinement Plan (GRP), adopted by the City and Lane County as a neighborhood refinement to the Metro Plan in 2012. Subsequently, the Glenwood Riverfront Mixed-Use Plan District was incorporated into the Springfield Development Code as SDC 3.4-200. While the GRP and Code allow certain 'low impact public utility facilities,' there is no provision for 'high impact public utility facilities' within the Glenwood Employment Mixed Use (GEMU) zoning district. SDC 6.1-110 defines 'high impact public utility facilities' as including the size and type of water treatment facilities proposed by EWEB, with the exception of the water intake facility. The GRP text does not anticipate the size and type of water facilities proposed by EWEB.*

*The proposed project requires an amendment to SDC 3.4.250 Schedule of Use Categories to permit high impact public utility facilities in the Employment Mixed Use zoning district, as noted in Chart 1 and incorporated by reference herein. Through these amendments and the development of an intake facility, water treatment and filtration facility, transmission piping to connect the new facilities to the existing water system, and associated infrastructure, EWEB is ensuring economic and environmental resiliency for the City of Springfield and its neighbors.*

*EWEB, RWD, and SUB have an intergovernmental agreement for their shared water system interties (pipeline connections between the utilities) (Exhibit F). The agreement conveys that the reliability of water systems is enhanced by intertie facilities, which enable the exchange of water between utility systems. The parties to the agreement acknowledge that 'during times of potential or actual water shortages, prudent water utility operations and public health interests call for the utilities to share the burdens and benefits of a unified and coordinated approach to remedy water supply shortages.' The agreement also compels the parties to fund, construct, and maintain intertie facilities that permit the exchange of water. The planned project, once operational, will further the interests of the parties and the resilience of the system by providing an additional water source for the intertie system.*

*EWEB has four intertie locations spread around SUB and EWEB's distribution system at 31<sup>st</sup> St., 5<sup>th</sup> St., Game Farm Rd., and Henderson. The interties offer limited usefulness without modern redundant plants. EWEB is currently working with SUB to evaluate potential opportunities to harden and improve the interties.*

*Currently, EWEB's only source of drinking water is the McKenzie River, with an intake and treatment facility near Hayden Bridge. A single potable water source poses significant risks to EWEB residential, business, and institutional water consumers from service disruptions caused by equipment failure, hazardous spills in the river, or natural disasters. EWEB proposes developing its existing water right to surface water on the Willamette River below the confluence of the Middle and Coast Forks to diversify its water supply and improve resiliency. This criterion is satisfied.*

*Goal EG-5a Champion businesses and entrepreneurs that promote a healthy, safe, and clean community while enhancing, protecting, and making wise use of our natural resources.*

*Policy E.26 Develop and apply new development standards to lands added to the Springfield UGB prior to annexation and development to ensure that new development contributes to a*

*healthy, safe, and clean community while enhancing, protecting and making wise use of natural resources.*

*As noted above, the requested amendments and resulting planned project ensure economic and environmental resiliency for the City of Springfield and its neighbors. EWEB's only source of drinking water is the McKenzie River. A single potable water source poses significant risks to EWEB residential, business, and institutional water consumers from service disruptions caused by equipment failure, hazardous spills in the river, or natural disasters. By developing their existing water right to surface water on the Willamette River below the confluence of the Middle and Coast Forks to diversify their water supply and improve resiliency, the applicant and the proposed project are committed to contributing to a safe community while making wise use of natural resources. This criterion is satisfied.*

### ***Eugene-Springfield Public Facilities and Services Plan***

*The 2001 Eugene-Springfield Public Facilities and Services Plan (PFSP) is the locally adopted plan. All PFSP elements and policies were evaluated for their applicability, and all relevant policies are addressed below.*

#### ***Chapter III-G. Public Facilities and Services Element***

- G.1 Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-B, relevant policies in this chapter, and other Metro Plan policies.*

*The Metro Plan includes water service as a minimum level provision in the definition for key urban services and facilities. The proposed amendments permit high impact public utility facilities, including water treatment plants, as a primary use in the GEMU district and advance the capacity of water service providers to construct public facilities that support minimum level needs.*

- G.2 Use the Planned Facilities Maps of the Public Facilities and Services Plan to guide the general location of water, wastewater, stormwater, and electrical projects in the metropolitan area. Use local facility master plans, refinement plans, and ordinances as the guide for detailed planning and project implementation.*

- G.3 Modifications and additions to or deletions from the project lists in the Public Facilities and Services Plan for water, wastewater, and stormwater public facility projects or significant changes to project location, from that described in the Public Facilities and Services Plan maps 1, 2 and 3, require amending the Public Facilities and Services Plan and the Metro Plan, except for the following:*

- a. Modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity or other general characteristic of the project.*
- b. Technical and environmental modifications to a public facility which are made pursuant to final engineering on a project.*

- c. *Modifications to a public facility project which are made pursuant to findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 or any federal or State of Oregon agency project development regulations consistent with that act and its regulations.*

*The City of Eugene and the City of Springfield are planning to amend the regional PFSP to establish separate public facilities plans. The City of Eugene has provided a memorandum (Exhibit E - Eugene Public Facilities Plan Memorandum) confirming that EWEB's WWTP planned project will be included in the City of Eugene's Public Facilities Plan.*

- G.4 *The cities and Lane County shall coordinate with EWEB, SUB, and special service districts operating in the metropolitan area to provide the opportunity to review and comment on proposed public facilities, plans, programs, and public improvement projects or changes thereto that may affect one another's area of responsibility.*

*The applicant is coordinating with the City of Eugene regarding the planned project, as evidenced by the memorandum (Exhibit E - Eugene Public Facilities Plan Memorandum). The proposed amendments are subject to review and approval by the City of Springfield and Lane County. In that respect, the proposed amendments are consistent with this policy and do not impact the abilities of the cities and Lane County to coordinate future changes.*

- G.5 *The cities shall continue joint planning coordination with major institutions, such as universities and hospitals, due to their relatively large impact on local facilities and services.*

*The applicant has coordinated extensively with major institutions, including but not limited to the University of Oregon, Lane Community College, PeaceHealth, and McKenzie Willamette, regarding the planned project and their efforts to diversify their water supply and improve resiliency, which will benefit the institutions in the event of a natural disaster that impacts the McKenzie River water source.*

- G.33 *Changes to Public Facilities and Services Plan project phasing schedules or anticipated costs and financing shall be made in accordance with budgeting and capital improvement program procedures of the affected jurisdiction(s).*

*As noted, the City of Eugene has provided a memorandum (Exhibit E - Eugene Public Facilities Plan Memorandum) confirming that EWEB's WWTP planned project will be included in the City of Eugene's Public Facilities Plan. EWEB is in the process of completing a 2025 update to the WSMP. The Willamette Water Treatment Plant project is designated in EWEB's WSMP. Prior to the project-specific land use review, EWEB will amend its adopted WSMP to include the planned project. These efforts will ensure that future amendments to the PFSP accurately reflect budgeting and capital improvement expenditures.*

- G.39 *The cities and Lane County will continue to cooperate in developing assessment practices for inter-jurisdictional projects that provide for equitable treatment of properties, regardless of jurisdiction.*

*As noted, EWEB, Rainbow Water District, and Springfield Utility Board have an intergovernmental agreement for water system interties (Exhibit F). The proposed amendments will further the interests of the parties and the resilience of the system by providing for additional water sources for the exchange system. This application is subject to review by the City of Springfield and Lane County, and the applicant has coordinated extensively with the City of Eugene. Approval of the proposed amendments will advance the equitable treatment of properties through water supply diversification and improved resiliency. The preceding findings demonstrate that approval of the amendments, and specifically permitting high impact public utility facilities as primary uses in the GEMU district, is consistent with relevant PFSP policies.*

### ***Glenwood Refinement Plan***

*The proposed amendments apply to Subarea D of the Glenwood Refinement Plan (GRP), adopted by the City and Lane County as a neighborhood refinement to the Metro Plan in 2012. Subsequently, the Glenwood Riverfront Mixed-Use Plan District was incorporated into the Springfield Development Code as SDC 3.4-200.*

*While the GRP and Code allow certain ‘low impact public utility facilities,’ there is no provision for ‘high impact public utility facilities’ within the Glenwood Employment Mixed Use (GEMU) zoning district. The proposed water treatment and filtration facility is considered a high-impact public utility facility. The GRP text does not anticipate the size and type of water facilities proposed by EWEB. Therefore, amendments to certain GRP text and to the table for allowed uses in the SDC for the Glenwood Plan District are required for the planned project.*

*The GRP comprises the following elements:*

- *Land Use and Built Form*
- *Transportation*
- *Open Space*
- *Housing and Economic Development*
- *Public Facilities and Services*
- *Financing Public Infrastructure*
- *Urban Transition and Annexation*
- *Historic and Cultural Resources*

*All GRP elements and policies were evaluated regarding their applicability to the application, and all relevant policies that apply to the request are addressed below.*

#### *Land Use and Built Form*

- *Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the Springfield Comprehensive Plan, and Multimodal Mixed-Use Areas (MMA), as defined in OAR 660-012-0060.*

*The amendments apply to Subarea D of the Glenwood Refinement Plan (GRP), adopted by the City and Lane County as a neighborhood refinement to the Metro Plan in 2012. Subsequently, the Glenwood Riverfront Mixed-Use Plan District was incorporated into the Springfield Development Code as SDC 3.4-200. While the GRP and Code allow certain “low impact public utility facilities,”*

*there is no provision for “high impact public utility facilities” within the Glenwood Employment Mixed Use (GEMU) zoning district. SDC 6.1-110 defines “high impact public utility facilities” as including the size and type of water treatment facilities proposed by EWEB, with the exception of the water intake facility. The GRP text does not anticipate the size and type of water facilities proposed by EWEB. Therefore, amendments to GRP text and the table for allowed uses in the code for the Glenwood Plan District are required for the project. These proposed changes are summarized in Chart 2 incorporated by reference herein. No changes to the fundamental characteristics of what comprise the Mixed Use Development Area designation is proposed. As such, this criterion is satisfied.*

### Transportation

*All transportation elements and policies of the GRP were evaluated concerning their applicability to the application, and none were determined to be applicable to the request. The Transportation Element of the Springfield Comprehensive Plan is the Springfield 2035 Transportation System Plan, and was evaluated for consistency with the request. The proposed amendments and subsequent development will not interfere with any planned changes to McVay Highway. The applicant will construct entrance enhancement improvements, including gated access and lighting, at the entrance to the facility. Therefore, this criterion is satisfied.*

### Open Space

- *Restore, enhance, and protect the riverbank and riparian and wetland areas.*
- *Integrate natural resources, urban interface/ built environment, and water resources management.*
- *Restore, enhance, and protect the riverbank and riparian and wetland areas from encroachment and impact to their riverine flood control functionality during development or redevelopment.*
- *Protect hillsides, as defined in the Springfield Development Code, from degradation during development.*
- *Ensure adequate Stormwater Quality Management planning, emphasizing the natural hydrologic processes that minimize negative impacts on water quality, flow volumes, duration, and quantity resulting from development and redevelopment.*

*All open space elements and policies of the GRP were evaluated concerning their applicability to the application. All restoration, enhancement, and protection plans and practices for this project are outlined below under Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces: To protect natural resources and conserve scenic and historic areas and open spaces and in Exhibit C.*

*The Recreation Element of the Springfield Comprehensive Plan is the Willamalane Park and Recreation Comprehensive Plan. This plan was evaluated for consistency with the request. The proposed amendments and subsequent development is designed and sited to accommodate planned projects, specifically the Glenwood Riverfront Multi-Use Path West (N18). As such, this criterion is satisfied.*

### Housing and Economic Development

- *Maximize public investments in planned land uses to enhance the Glenwood Riverfront's long-term economic future.*
- *Link certain public improvements to adjust to the shifts from rural-like and separated industrial uses to urban mixed-use development.*

*As noted above, the requested amendments and resulting development ensure economic and environmental resiliency for the City of Springfield and its neighbors. EWEB's only source of drinking water is the McKenzie River. A single potable water source poses significant risks to EWEB residential, business, and institutional water consumers from service disruptions caused by equipment failure, hazardous spills in the river, or natural disasters. By developing their existing water right to surface water on the Willamette River below the confluence of the Middle and Coast Forks to diversify their water supply and improve resiliency, the applicant and the proposed project are committed to contributing to a safe community while making wise use of natural resources. This criterion is satisfied.*

### Public Facilities and Services

- *Allow the use of public infrastructure (if available for overflow capacity), where necessary.*
- *Provide water service either directly or by contract.*
- *Coordinate with SUB to develop criteria for locating and obscuring water facilities that consider visual, auditory, health and environmental impacts; pedestrian mobility; operational ease; and initial costs and maintenance costs in association with proposed development in the Glenwood Riverfront.*
- *Consider views, visual pollution, and pedestrian mobility in locating and obscuring water meters, backflow prevention devices, and other above-grade water apparatus.*

*The amendments apply to Subarea D of the Glenwood Refinement Plan (GRP), adopted by the City and Lane County as a neighborhood refinement to the Metro Plan in 2012. Subsequently, the Glenwood Riverfront Mixed-Use Plan District was incorporated into the Springfield Development Code as SDC 3.4-200. While the GRP and Code allow certain 'low impact public utility facilities,' there is no provision for 'high impact public utility facilities' within the Glenwood Employment Mixed Use (GEMU) zoning district. SDC 6.1-110 defines 'high impact public utility facilities' as including the size and type of water treatment facilities proposed by EWEB, except for the water intake facility. The GRP text does not anticipate the size and type of water facilities proposed by EWEB. Therefore, amendments to GRP text and the table for allowed uses in the code for the Glenwood Plan District are required for the project. These proposed changes are summarized in Chart 2 incorporated by reference herein. As noted, the provision of a secondary water source will enhance the efficiency, resiliency, and safety of water service for Springfield and beyond. Site Plan Review and other associated site-specific land use applications (i.e., Willamette Greenway Overlay District, Floodplain Development Overlay, and Hillside Development Overlay District) are required for the project and will address views, visual pollution, and pedestrian mobility in locating and obscuring water meters, backflow prevention devices, and other above-grade water apparatus. Therefore, this criterion is satisfied.*

*The preceding findings demonstrate that the proposal is consistent with applicable policies in the Metro Plan, Springfield Comprehensive Plan, and Glenwood Refinement Plan. This criterion is satisfied.”*

Finding 1: The *Springfield Comprehensive Plan* has effectively replaced and superseded the *Metro Plan* provisions for all elements with the notable exception of Residential Land and Housing. The *Public Facilities and Services Plan* – a refinement plan to the *Metro Plan* – is another senior document that provides for short- and long-term planning guidance for key urban services and facilities including stormwater, wastewater, electricity and potable water.

Finding 2: The various elements of the City’s adopted Comprehensive Plan identify utilities as key services for urbanization and development but there are no specific policies that preclude locating a high impact public utility facility in Glenwood. The proposal is also consistent with a tangentially-related objective of the adopted *Urbanization Element* of the *Springfield Comprehensive Plan* to “increase Springfield's capability to respond to natural hazard impacts and to enhance public safety, health and robustness of the economy and natural environment.” Implementation Strategy 51 of the *Urbanization Element* states that Springfield should “grow and develop the City in ways that will to [sic] ensure the stability of Springfield's public drinking water supply to meet current and future needs.”

Finding 3: The proposed Refinement Plan amendments would facilitate construction of a new raw water intake, piping and water treatment plant in Glenwood that is intended primarily for residential, commercial and industrial customers in Eugene. However, both EWEB and the Springfield Utility Board (SUB) have been coordinating the location and installation of water system interties to provide redundancy of service to both communities in the event of a hazardous materials spill, unexpected system shutdown or natural disaster. Both utility providers have cited resiliency of the drinking water system as a key factor in planning for and designing new water sources and system interties that can serve both Eugene and Springfield customers.

Finding 4: The currently adopted *Public Facilities and Services Plan* (PFSP) does not contemplate a proposed water intake, pump station and treatment plant in Glenwood nor have any PFSP amendments been proposed or adopted that would facilitate this type of water system project. However, there are provisions within the Springfield Development Code (SDC) 4.7.160 that allow for high impact public utility facilities not shown on the adopted PFSP to be approved through a Type 3 Discretionary Use Permit process. Therefore, the absence of a specific project listed in the adopted *Public Facilities and Services Plan* does not preclude adoption of text amendments to the *Glenwood Refinement Plan* that introduce the concept of high impact public utility facilities within certain areas of Glenwood in general, and within the Employment Mixed Use District specifically. The type, general location and operational characteristics of the high impact public utility facility contemplated for Glenwood is also outlined in the proposed text amendments.

Finding 5: The applicant has submitted a letter from the City of Eugene (Attachment 4, Exhibit E) acknowledging that an amendment to the adopted PFSP will be necessary to bring the Eugene water system project list into conformity with statutory requirements. The amendment to the PFSP can be accomplished after the proposed amendments to the Refinement Plan and Development Code initiated by the applicant.

Finding 6: The proposed text amendments to the *Glenwood Refinement Plan* include insertion of high impact public utility facilities as a primary use in the narrative describing the Employment Mixed Use

District and the types of uses associated with this zoning district. The applicant is also proposing to add clarifying language in other sections of the Refinement Plan document that cover utility servicing and capacity requirements and mitigation of visual impacts for utility facility siting. The specific language proposed for various pages of the *Glenwood Refinement Plan* is found in the legislative version of the text amendments (Attachment 2, Exhibit A).

Finding 7: The applicant's submitted narrative (Attachment 4) and findings above are incorporated herein as findings and conclusions in this staff report. The proposal conforms with the adopted *Metro Plan, Springfield Comprehensive Plan* and *2014 Glenwood Refinement Plan*. Therefore, this criterion is met.

**(2) Conformance to Applicable State statutes; and**

Applicant's Finding: *"The discussion and findings in the preceding section of this application demonstrate that the proposed amendments are consistent with the Springfield Comprehensive Plan and the Metro Plan. The following section includes a discussion and findings demonstrating consistency with applicable Statewide Planning Goals and administrative rules. Since the Metro Plan, the Springfield Comprehensive Plan, the Goals, and the administrative rules all specifically implement the authorizing statutes, this application, therefore, also demonstrates that proposed amendments are consistent with applicable state statutes.."*

Finding 8: The proposed *Glenwood Refinement Plan* 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.

Finding 10: Unless otherwise noted in the Planning Commission findings below, the applicant's findings are incorporated herein as findings of fact in support of the proposed Refinement Plan text amendments.

**Goal 1 – Citizen Involvement**

Applicant's Findings: *"The City has acknowledged provisions for citizen involvement that ensure the opportunity for citizens to be involved in all phases of the planning process and that set out requirements for such involvement in compliance with Goal 1 (see OAR 660-015). The proposal does not amend the City's citizen involvement program, and the process for reviewing the proposal*

*complies with Goal 1 since it complies with, and surpasses the requirements of, the citizen involvement provisions.”*

Finding 11: 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 2014 *Glenwood Refinement Plan* 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 Refinement Plan 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 12: Because the 2014 *Glenwood Refinement Plan* affects properties that are both inside and outside the City limits the document has been co-adopted by Lane County. The proposed amendments to the neighborhood Refinement Plan also require co-adoption by Lane County pursuant to SDC 5.6.115(B).

Finding 13: The joint Springfield and Lane County Planning Commission public hearing to consider the proposed amendments was held on March 17, 2026. The public hearing date was advertised in the March 5, 2026 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 joint Planning Commission and Joint Elected Officials public hearings. At the March 17, 2026 public hearing meeting 21 written comments were submitted and one person spoke in support of the proposal at the public hearing meeting. A summary of the written testimony is included as Attachment 6.

Finding 14: The joint Springfield City Council and Lane County Board of Commissioners public hearing to consider the proposed amendments is scheduled for May 18, 2026. The public hearing date was advertised in the May 7, 2026 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.

Finding 15: The application materials for the March 17, 2026 and May 18, 2026 joint public hearing meetings were posted to the Springfield Planning Commission website on February 18, 2026. The public and other interested parties were provided an opportunity to review and comment on the application materials starting on February 18.

Finding 16: In advance of the May 18, 2026 public hearing meeting, the final meeting agenda, Agenda Item Summary (AIS), covering staff report and supporting documents were posted on the City of Springfield website (<https://springfield-or.gov/city/city-council-meetings/>). The public was invited to provide comments by email or through the City’s webpage. Additional information was also provided to the public for how to attend the public hearing meeting via online meeting platform or by phone.

Finding 17: At the March 17, 2026 public hearing meeting the Springfield Planning Commission unanimously adopted a final order and recommendation of support for the proposed amendments (Attachment 3).

Conclusion: The notice for this proposed Refinement Plan 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 requires each local government in Oregon to have and follow a comprehensive land use plan and implementing regulations. Cities and counties must build their comprehensive plans on a factual basis and follow their plan when making decisions on appropriate zoning. City and county plans must also be consistent with one another. Goal 2 also emphasizes consistency between the Comprehensive Plan and the implementing zoning and land use regulations. The Glenwood Refinement Plan (GRP) is one of several neighborhood-specific refinement plans that further refine and augment the Springfield Comprehensive Plan and other elements of the Metro Plan. The Springfield Development Code (SDC) serves as the primary tool for implementing GRP policies. The proposed amendments simultaneously amend the SDC and GRP to ensure consistency. The City’s land use code specifies the procedure and criteria to be used in considering this proposal, consistent with the City’s acknowledged comprehensive plan. This land use application follows specified amendment procedures and fulfills all applicable approval criteria to demonstrate such compliance. The Goal 2 coordination requirement is met when the City engages in an exchange, or invites such an exchange, between the City and any affected governmental unit, and when the City uses the information obtained in the exchange to balance the needs of residents. To comply with the Goal 2 coordination requirement, the City will engage in an exchange about the subject of these plan amendments with all the affected governmental units. The proposed amendments are therefore consistent with Statewide Planning Goal 2.”*

Finding 18: 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 June 23, 2025.

Finding 19: In conjunction with the *Springfield Comprehensive Plan*, the *Glenwood Refinement Plan* is the principal policy document for the long-term planning, redevelopment and redesign of the Glenwood neighborhood. Objectives, policies and implementation strategies of the *Glenwood Refinement Plan*, including the creation of geographical sub-areas (such as the Franklin Riverfront and the McVay Riverfront) and Glenwood-specific design standards for new buildings and facilities, have been translated into development regulations in SDC 3.4.200 – the Glenwood Riverfront Mixed Use Plan District. The public hearing process used for amendments to an adopted neighborhood Refinement Plan is specified in SDC 5.6.100.

Finding 20: The proposed text amendments affect various parts of the Glenwood Refinement Plan document, including sections outlining the purpose and intent for the Employment Mixed Use district

and the types of associated uses found in this zoning district. The applicant is also proposing to add clarifying language in the subsections addressing utility system capacity and placement as described in the legislative version of the text amendments (Attachment 8). The intent of the proposed text amendments is to describe the type, location and operational characteristics of the high impact public utility facility contemplated in Subarea D of Glenwood along with considerations for mitigation of visual impacts and accommodating future riverside pathways. The proposed text amendments to the *Glenwood Refinement Plan* affect both incorporated and unincorporated properties within Glenwood. As such, the proposal is classified as a Type 4 amendment to an adopted Refinement Plan that must be approved by Springfield and co-adopted by Lane County in accordance with SDC 5.1.625(C).

Finding 21: The proposed *Glenwood Refinement Plan* text 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 Glenwood Refinement Plan text amendments is consistent with the policies pertaining to Refinement Plans – 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 Refinement Plan 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: *“Pursuant to OAR 660-015-0000(3) agricultural lands do not include lands located within acknowledged urban growth boundaries (UGB). The entirety of Subarea D is located within Springfield’s UGB. This Goal is not applicable to the proposal as the subject area and actions do not affect any agricultural plan designation or use. Therefore, this Goal is not relevant, and the proposed amendments do not affect compliance with Statewide Planning Goal 3.”*

Finding 22: The proposed Refinement Plan amendments are intended for an urban comprehensive planning document that affects territory exclusively within the City’s UGB and therefore Goal 3 is not applicable to this proposal.

### **Goal 4 – Forest Lands**

Applicant’s Findings: *“Pursuant to OAR 660-006-0020, Statewide Planning Goal 4 is not applicable within UGBs. The entirety of Subarea D is located within Springfield’s UGB. This Goal is not applicable to the proposal as the subject area, and actions do not affect any forest plan designations or use. There are no forest lands related to the proposed amendments. Therefore, this Goal is not relevant, and the proposed amendments do not affect compliance with Statewide Planning Goal 4.”*

Finding 23: The proposed Refinement Plan amendments are intended for an urban comprehensive planning document that affects territory exclusively within the City’s UGB and therefore Goal 4 is not applicable to this proposal.

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

Applicant’s Findings: *“The proposed amendments do not create or amend a Goal 5 resource list, do not amend a plan or code provision adopted to protect a significant Goal 5 resource or to address*

*specific requirements of Goal 5, and do not amend the acknowledged UGB. The amendments maintain established protection measures for inventoried Goal 5 resources within and adjacent to areas where areas where [sic] high impact public utility facilities may be permitted. Therefore, the proposed amendments are consistent with Statewide Planning Goal 5.”*

Finding 24: 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 Refinement Plan text amendments do not inherently 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. In the event that a specific project proposal could or would impact Goal 5 resources the applicant would be responsible for obtaining necessary federal, state and/or local permits for such a development. Therefore, Goal 5 is not applicable to this proposal.

Finding 25: The applicant’s environmental permitting package (approximately 900 pages) is not included with the City Council packet for the May 18, 2026 meeting because it is voluminous and is not directly applicable to the criteria of approval for Refinement Plan text amendments under SDC 5.6.115. However, the packet was uploaded to the Springfield Planning Commission website (<https://springfielddoregonspeaks.org>) on February 18, 2026 for public, stakeholder and Council information.

### **Goal 6 – Air, Water and Land Resources Quality**

*Applicant’s Findings: “Goal 6 instructs local governments to consider protecting air, water and land resources from pollution and pollutants when developing comprehensive plans. The pollutants addressed in Goal 6 include solid waste, water waste, noise and thermal pollution, air pollution, and industry-related contaminants. The goal asks cities and counties to designate areas suitable for pollution control. It calls on them to use a variety of market, zoning and management tools to create these outcomes. At a federal level, the elements within Goal 6 correspond broadly to the Clean Air Act and Clean Water Act. At a state level, Goal 6 covers many areas regulated by the Oregon Department of Environmental Quality (DEQ) through its permitting actions. DEQ ensures its permitting decisions comply with the plan and zoning regulations of the affected local government and coordinates with DLCD and other agencies to be sure that city and county plans comply with state and federal laws. The proposed amendments do not change the level of protection afforded in local regulations for air and water quality, or land resources. Future development of the site will be required to comply with applicable environmental laws, and to the extent that future development may create additional impacts to air, water, or land resources, state and local permitting processes will ensure that discharges do not exceed allowable standards. Additionally, future development will be required to adhere to existing policies and Best Management Practices (BMP) in the City of Springfield Stormwater Management Plan. Compliance with BMPs will be ensured through the building permit process. The proposed amendments do not negatively affect the environmental factors specified in Goal 6. Therefore, the proposed amendments are consistent with Statewide Planning Goal 6.”*

Finding 26: 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 Refinement Plan text amendment does not affect City ordinances, policies, plans, and studies adopted to comply with Goal

6 requirements. Additionally, the proposed Refinement Plan text amendments do not obviate the need for an applicant or public agency to obtain necessary regulatory permits for work within delineated wetlands or waters of the State. 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 requires local governments to adopt comprehensive plans to reduce risk to people and property from natural hazards such as floods, landslides, earthquakes, tsunamis, and wildfires. The City protects people and property from natural hazards through various land use and building code requirements. The proposal does not alter these protective provisions, nor does it propose development in areas identified to be unsuitable for development. While the site is located on a hillside, all appropriate protocols for construction are detailed in Exhibit C. Following approval of the requested plan and GRP code amendments, Discretionary Use, Site Plan Review, and other associated site-specific land use applications, including Hillside Development Overlay District, are required for the planned project, and may be applicable to future development of other affected properties. Therefore, the proposed amendments are consistent with Statewide Planning Goal 7.”*

Finding 27: 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 Glenwood neighborhood contains mapped 100-year flood hazard areas of the Willamette River and areas with moderately to steeply sloping hillsides. Any future development or redevelopment affecting Glenwood Employment Mixed Use sites may be subject to the provisions of the adopted *Glenwood Refinement Plan*, the City's Floodplain Overlay District (SDC 3.3.400), the Hillside Development Overlay District (SDC 3.3.500) and the Site Plan Review processes described in SDC 5.17.100.

Finding 28: The proposed *Glenwood Refinement Plan* text amendments have 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 requires local governmental agencies to plan for recreation areas, facilities, and opportunities. This goal ensures the provision of recreational facilities to Oregon residents and is primarily concerned with the provision of those facilities in non-urban areas of the state. EWEB is supportive of Springfield's plan for a mixed-use path along the McVay Riverfront. EWEB's preliminary design for the project includes the required setback for future path development. The riparian plantings planned near the new water intake will serve as a nice aesthetic backdrop for the path. Recreation could be further supported by educational signage to increase public awareness of the ecological function of natural resources in the area. The proposal does not involve the siting of destination resorts. Based on these findings, the proposed amendments are consistent with Statewide Planning Goal 8.”*

Finding 29: 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 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 *Glenwood Refinement Plan* 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 (OAR 660, Division 9) requires cities to evaluate the supply and demand of commercial land relative to community economic objectives and to provide adequate land for economic development and employment growth. Goal 9 is implemented through the Economic Element of the Springfield Comprehensive Plan, which aims to provide sufficient land for economic development and employment growth. It also identifies land use strategies to support industrial and other employment opportunities. Land supply is inventoried and assessed by the Commercial and Industrial Buildable Lands Inventory (CIBL) and Economic Opportunities Analysis (EOA). These tools provide information to support economic development planning and management of commercial and industrial land. They also estimate the land needed to accommodate employment growth from 2010 to 2030. The scope of the amendments is limited and permits high-impact public utility facilities (e.g., facilities constructed and operated by EWEB, SUB, the City of Springfield, and the Rainbow Water District, among others) as a primary use. Specifically, the amendments apply only to the Glenwood Employment Mixed-Use (GEMU) subarea.

*In accordance with Goal 9, Springfield must identify the number of sites, by type, reasonably expected to be needed to support employment growth over the 20-year planning period. The CIBL and EOA base their estimates on the current distribution of employment in Springfield by building type and size. The CIBL and EOA forecast that Springfield will need 273 sites to accommodate projected employment growth, with 80% of these sites being smaller than two acres. The CIBL inventory identifies lands within the Springfield UGB that are suitable for development and can support employment growth, categorizing each tax lot as either vacant land, developed land, or potentially redevelopable land. It also highlights the following types of constraints, which are factors that prevent land development or reduce its desirability: absolute development constraints and partial development constraints. This application includes an analysis of land included in the CIBL inventory and within the GEMU subarea (see Exhibit D CIBL in GEMU Analysis Map). In total, there are 33.15 acres of publicly owned land within the GEMU subarea, of which 4.11 acres are identified as vacant land. However, the CIBL notes, under the definition for ‘Developed Land’, that public lands are considered developed. The discrepancy is attributed to the date of the CIBL inventory, 2015, the date of this analysis, 2025, and land identified as ‘developed’ changing ownership to public. The CIBL study further identifies suitable land, which is serviceable land that can be reasonably developed. Within this narrower subset, the amendments affect 7.15 acres of publicly owned land and 0.53 acres of vacant land. The majority of the planned Willamette Water Treatment Plant (WWTP) site, west of McVay Highway, is inventoried as ‘not vacant’. Only 0.53 acres of the site between McVay Highway and the Willamette River is inventoried as ‘suitable’. The CIBL estimates that Springfield needs 273 sites greater than one (1) acre in size by 2030 and has a total of 784 vacant and redevelopable sites. One of the key conclusions of the EOA is that Springfield ‘will be able to*

*meet all employment land needs on sites five acres and smaller within the existing UGB through redevelopment, infill development, and employment uses on non-employment land.’ Another conclusion is that Springfield ‘does not have enough sites 5 acres and larger’ and ‘has a deficit of four sites between 5 and 30 acres in size and three sites larger than 20 acres.’ The amendments do not affect Springfield’s capacity to meet future commercial and industrial land needs and have no direct impact on the existing supply of employment lands. Therefore, the proposed amendments are consistent with Statewide Planning Goal 9.”*

Finding 30: 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 31: The proposed Refinement Plan text amendments do not affect the City’s inventory of buildable land but would allow for a new type of high impact utility use to locate within the Employment Mixed Use district. There are already high impact public utility facilities within other zoning districts in Glenwood (including an electrical substation and regional wastewater pump station) so this type of land use is not without precedent. Additionally, it should be reasonably expected that low and high impact public utility facilities serving Springfield, Glenwood and adjacent areas (including Eugene) may be required to locate in Glenwood as the area continues to redevelop and demand for improved utility services increases.

Conclusion: The proposal does not have an impact on the City’s CIBL or EOA and would have the effect of allowing for certain high impact public utility uses to be considered within Glenwood in general and the Employment Mixed Use zoning district specifically. Should the text amendments be adopted, each high impact public utility use proposed within the GEMU district would be reviewed and approved on its own merit using criteria already adopted into the City’s Development Code. Based on the above findings, this proposal is consistent with Goal 9.

## **Goal 10 - Housing**

Applicant’s Findings: “*Goal 10 (OAR 660, Division 8) is intended to ensure opportunity for the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries, and to provide greater certainty in the development process so as to reduce housing costs. It requires that sufficient buildable land be designated on the City’s comprehensive plan map to satisfy housing needs by type and density range, as determined in the housing needs projection. The amendments do not affect the amount of land designated or zoned for residential use and will have no direct impact on the existing supply of or any existing residentially designated land. Therefore, the amendments are consistent with Statewide Planning Goal 10.”*

Finding 32: 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 33: The proposed legislative amendment to the 2014 *Glenwood Refinement Plan* does not affect the City's inventory of residential land nor does it propose to amend a residential zoning district. Because there is an existing surplus of residential land in the City, the proposed Refinement Plan 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 (OAR 660, Division 11) requires cities and counties to develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The purpose of the plan is to help assure that urban development in such urban growth boundaries is guided and supported by types and levels of urban facilities and services appropriate for the needs and requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly, and efficient arrangement, as required by Goal 11. Goal 11 guidelines require that public facilities and services be provided at levels necessary and suitable for urban uses. The 2001 Eugene-Springfield Public Facilities and Services Plan (PFSP) is the locally adopted plan that demonstrates compliance with the Goal 11 requirements, and there are no proposed amendments that would affect compliance with Goal 11 or its administrative rules. The City of Eugene and the City of Springfield are planning to amend the regional PFSP to establish separate public facilities plans. The City of Eugene has provided a memorandum (Exhibit E Eugene Public Facilities Plan Memorandum) confirming that EWEB's planned Willamette Treatment Plant project will be included in the City of Eugene's Public Facilities Plan. Until the separate public facilities plans are established and adopted, the 2001 PFSP will continue to apply to Springfield, and any future facilities not explicitly included in this application will need to demonstrate consistency with the PFSP through the appropriate process as detailed in PFSP Section IV. Amendments to the Plan and SDC 4.7.160 High Impact Public Facilities. The GRP and supporting findings, including Goal 11 analysis, were adopted by the City of Springfield in 2012 and acknowledged by the Oregon Department of Land Conservation and Development (DLCD) in 2014. All of Glenwood is located within Springfield's Urban Growth Boundary; some properties, including the proposed site of the EWEB WWTP, have been annexed to Springfield. Prior to the development of any property outside the Springfield city limits, property owners must execute an annexation agreement that stipulates responsibilities for the provision of public services prior to annexation. Upon annexation, public services that are required under Goal 11 can be provided to properties within Glenwood. Regarding Goal 11 compliance, Ordinance No. 6279, which adopted the GRP, found that all of Glenwood complies with Goal 11 because existing public facilities and services either have the capacity to serve future development or because future public facilities can be provided in a timely, orderly, and efficient manner. In total, the proposal affects nine properties and 33.15 acres of publicly owned land, on which high impact public utilities will be permitted after approval of the amendments. These properties are owned by EWEB, the City of Springfield, the Oregon Department of Transportation (ODOT), and the Oregon Parks and Recreation Department (OPRD). With the exception of the OPRD-owned property, all affected properties have been annexed to Springfield. The EWEB-owned properties comprise 27.31 of the 33.15 acres affected by the proposed amendments. The EWEB WTTP site was annexed into Springfield by Ordinance No. 6492 on March 3, 2025. Findings for SDC 5.7.140C, included with the Ordinance as Exhibit B, note that '[u]rban utilities including water and exlectricity [sic] are available within the Franklin Boulevard corridor or via connections to adjoining properties. The urban service delivery systems are already available and in place or can be logically extended from points on the periphery \* \* \*.' The following urban utilities, facilities, and services are either available or can be extended in Glenwood:*

*Water: SUB operates the public water utility system within the incorporated areas of Glenwood. SUB Water also operates and maintains the water delivery system in unincorporated areas of Glenwood under contract with the Glenwood Water District.*

*Electricity: SUB owns and operates underground and overhead electrical transmission lines installed along Franklin Boulevard. Additionally, EWEB operates an electrical transmission line that runs from the northern edge of 5120 Franklin Boulevard westward to an intertie point in Tax Lot 300. Both SUB and EWEB electrical facilities are within or adjacent to the affected properties.*

*Police Services: The Springfield Police Department currently provides service to areas of Glenwood that are already within the City limits.*

*Fire and Emergency Services: Fire protection is currently provided to annexed areas by the Eugene-Springfield Fire Department under contract with the Glenwood Water District. Emergency medical transport (ambulance) services are provided on a metro-wide basis by the Eugene-Springfield Fire Department. The three regional ASA providers have adopted mutual aid agreements to provide backup coverage for each other's jurisdictions.*

*Parks and Recreation: Parks and recreation services in the City of Springfield are provided by the Willamalane Park & Recreation District.*

*Library Services: Annexed areas within the City of Springfield are served by the Springfield Public Library.*

*Schools: Both the Eugene 4J School District and the Springfield School District serve Glenwood. Because the affected properties are not zoned for residential use, the development of the affected properties is not expected to generate any population requiring public school services.*

*Sanitary Sewer: The affected properties are proximate to existing public sanitary sewer lines in Newman Street and in the Franklin Boulevard right-of-way north of the railroad bridge. The existing sanitary sewer lines in Newman Street and Franklin Boulevard have been designed and sized to accommodate full buildout of the adjacent Glenwood Employment Mixed Use properties. However, only a fraction of the total development area on both sides of Franklin Boulevard has been developed with employment uses. Existing sewer lines should have sufficient excess capacity to accommodate nonrial [sic] sewage flows from future development.*

*Stormwater: Because all affected properties are undeveloped, they are not currently served by a public stormwater management system. City regulations require stormwater runoff to be managed on-site to the greatest extent possible, including treatment and infiltration. The proposed development will be required to construct and maintain a stormwater management system. Review and approval of the proposed stormwater system will be conducted in conjunction with land use processes for the construction of a public utility installation.*

*Streets: The affected properties are proximate to Franklin Boulevard, which is an urban arterial street. Future development of affected properties will likely take access from Franklin Boulevard. The southern segment of Franklin Boulevard between the Central Oregon Pacific Railroad bridge and the I-5 onramp is not developed to urban standards. It lacks curb, gutter, sidewalk, street trees, continuous street lighting, and piped stormwater facilities. There are no other existing or planned*

*public streets within the subarea. Future development may be responsible for a proportional contribution to frontage improvements along Franklin Boulevard.*

*Solid Waste Management: The City and Sanipac have an exclusive franchise agreement for garbage service within the City limits. For annexed properties, Sanipac provides solid waste disposal service.*

*Communication Facilities: Various providers offer both wired and wireless communication services in the Eugene-Springfield metropolitan area. Existing providers and those entering the market have the capability to provide service to affected properties.*

*Land Use Controls: The affected properties are within Springfield's urban growth boundary. Through an intergovernmental agreement between Lane County and the City of Springfield, the City already has planning and building jurisdiction over the unincorporated areas of Springfield. The City will continue to administer land use controls for the affected properties.*

*The preceding findings demonstrate that the minimum level of key urban services, as outlined in the Springfield Comprehensive Plan and Metro Plan, is available to the affected properties, or that sufficient capacity will exist at the time of development. As previously noted, the proposed amendments permit high impact public utility facilities as a primary use in the GEMU district, which were initially omitted from the adopted schedule of uses. The GEMU district is the appropriate subarea to permit high impact public utility facilities as primary uses in the GRP area, and is the most suitable area to locate such facilities due to the existence of pre-existing high impact public utility facilities within portions of the district and proximity to other industrial uses. The GEMU district allows a range of uses — light manufacturing, software development, data processing services, and recycling facilities — that are comparable to and as intensive users of utility services as a high-impact public utility facility. Following the proposed amendments, the City of Springfield will permit the proposed project through the discretionary use process, which is also the likely approval process for any other high impact public utility facilities proposed on the affected properties. The findings under SDC 5.6.115 addressing the adopted PFSP are incorporated by reference herein. The PFSP notwithstanding, the Oregon Drinking Water Quality Act and OAR Chapter 333, Division 61 require every community water system serving more than 1,000 people to have master plans that evaluate their needs over a 20-year period. The WSMP must be reviewed and approved by the Oregon Health Authority, and implementation must be consistent with OAR 333-061 (Public Drinking Water Systems, Oregon Health Authority), OAR 660-011 (Public Facilities Planning, Department of Land Conservation and Development) and OAR 690-086 (Water Management and Conservation Plans, Water Resources Department). Specific to Eugene-Springfield, both EWEB and SUB have state approved WSMP's. EWEB's WSMP is updated approximately every 10 years and is the basis for the Water Capital Improvements Plan (CIP). EWEB is in the process of completing a 2025 update to the WSMP. The Willamette Treatment Plant project is designated in EWEB's 2015 WSMP with sufficient detail to meet Oregon Health Authority requirements. The upcoming 2025 WSMP update will include more details regarding this project and will be approved in late 2026. Based on the preceding findings, the amendments are consistent with Statewide Planning Goal 11.”*

Finding 34: 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 Refinement Plan text amendments would introduce the concept of certain high impact public utility facilities within the Employment Mixed Use district in Glenwood. The proposed text amendments

would also clarify the location, operational characteristics and siting considerations for these types of high impact utility facilities. The proposal would add a type of public utility facility to the list of primary uses outlined in the neighborhood Refinement Plan and described in more detail in the City's Development Code. Based on the submitted text amendments, the proposal would not result in permitted primary uses that would have an adverse effect on the demand for public facilities and services provided to properties within the Glenwood Riverfront Mixed Use Plan District, the Glenwood neighborhood or the City of Springfield overall. The Employment Mixed Use area of Glenwood is already planned for a variety of light manufacturing, office, corporate headquarter, and research and development uses and the public facilities serving this area have been designed accordingly.

Finding 35: 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 subject property was annexed to Springfield in March 2025 with the adoption of Ordinance 6492. City and utility providers typically employ a 20-year development horizon for the Employment Mixed Use district in sizing facilities and infrastructure to serve this area of Glenwood. 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.

Finding 36: Changes to the types of allowable primary uses in the Employment Mixed Use District do not automatically change the serviceability of these properties to be adequately provided with the full suite of urban services and utilities, including police and emergency response. Additionally, 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 Refinement Plan text amendments specifically allow for high impact public utility facilities to be considered as a primary use this proposal aligns with Goal 11 objectives for provision of public facilities and services. The proposed amendments do not appreciably change the types or impacts of allowable uses from what is currently allowed. The urban services and utilities necessary to serve the Glenwood neighborhood, including the Employment Mixed Use District, are already in place and functioning so there is no extensive Goal 11 analysis required for this proposal.

Finding 37: The proposed amendments to the *Glenwood Refinement Plan* require any future high impact public utility facilities to demonstrate that sufficient, complementary public facilities and services exist or can be extended in an orderly and efficient manner to allow for their development. Review of available public facilities and services is typically done through a subsequent Site Plan Review process for properties already in the City limits.

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

## **Goal 12 – Transportation**

*Applicant's Findings:* "Goal 12 is implemented through the Transportation Planning Rule (TPR, OAR 660-12). The City of Springfield 2035 Transportation System Plan (2035 TSP) provides the policy framework through which the TPR is enacted at the local level. As previously noted, the

*proposed amendments permit high impact public utility facilities in the GEMU district. Because the application includes a code amendment, an analysis of the TPR is required to identify and mitigate any impacts to the transportation system that were not accounted for in the existing and projected land use assumptions included in the 2035 TSP and other applicable documents. The applicant completed a TPR analysis (Exhibit G) that assesses the potential for an unforeseen impact on the transportation system from allowing high-impact public utility facilities to be developed as a primary use in the GEMU district. The analysis was conducted in accordance with OAR 6660-012-0060(1) and concludes that the proposed amendments will not result in further degradation of an existing facility and will not result in an identifiable significant affect on existing or planned transportation facilities at the 2035 horizon year. The amendments do not affect the transportation system. Therefore, the amendments are consistent with Statewide Planning Goal 12.”*

Finding 38: 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 *Glenwood Refinement Plan* to allow for high impact public utility facilities to be considered as primary uses in the Glenwood Employment Mixed Use District.

Finding 39: Utility facilities do not typically generate a high volume of traffic relative to the size of the property and sometimes remain remotely operated (i.e. automated) and unoccupied upon completion. The specific characteristics of a “high impact public utility facility” would be reviewed and approved through a subsequent, publicly-noticed discretionary process including but not limited to a Type 3 Discretionary Use Permit and/or a Type 2 Site Plan Review. The City’s Development Code (SDC 4.2.105(B)(1&2)) identifies a threshold of 100 PM peak hour trips or 1,000 daily trips as requiring a Traffic Impact Assessment. The applicant has submitted a TPR analysis that concludes a utility installation will not generate a comparable or greater amount of traffic than the reasonable most traffic-generating use currently allowed in the GEMU district - in this case a medical office (Attachment 5). Even if a future high impact public utility project were to trigger the requirement for a Traffic Impact Study (TIS) it does not necessarily lead to a significant affect on local or regional transportation facilities including streets and intersections.

Finding 40: 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. 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 Refinement Plan 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 text 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 41: 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 42: 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 43: The proposed *Glenwood Refinement Plan* text amendments would allow for high impact public utility facilities to be contemplated within Glenwood, and more specifically within a portion of the Employment Mixed Use district identified as Subarea D. The proposed text amendments do not automatically convey land use entitlements to any properties within the Employment Mixed Use District. Each high impact public utility facility project would be subject to review and approval on its own merits. Traffic impacts, if any, would be reviewed and evaluated based on the specific locational and operational characteristics of the high impact public utility facility. Wherever necessary, mitigation measures would be implemented to prevent significant affects. For these reasons, it is not expected that any newly-generated or added trips enabled by the proposed Refinement Plan text amendments would degrade the performance standards of any nearby public streets or intersections.

Conclusion: The applicant’s narrative and findings 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 requires that land and developed land uses shall be managed and controlled to maximize conservation of all forms of energy, based upon sound economic principles. Goal 13 is directed at the development of local energy policies and implementing provisions and does not establish any requirements with respect to other types of land use decisions. To the extent that Goal 13 could be applied to the proposed amendments, the existing and proposed designations are consistent with statewide planning Goal 13. The proposed amendments do not specifically impact local energy conservation policies or implementing provisions, except to encourage resource diversification. Therefore, the proposed amendments are consistent with Statewide Planning Goal 13.”*

Finding 44: The proposed Refinement Plan text amendments do not affect the City’s ordinances, policies, plans, or studies adopted to comply with Goal 13 requirements. Future applicants for high impact public utility facility development within the Employment Mixed Use 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, industrial and utility building design. The City’s conservation measures applicable to storm water management, temporary storage, filtration and discharge would apply to any high impact public utility uses developed within the GEMU zoning district; therefore, this action has no effect on the City’s acknowledged compliance with Goal 13.

### **Goal 14 - Urbanization**

Applicant’s Findings: *“The proposed amendments do not affect the transition from rural to urban land use. The proposed amendments permit high impact public utility facilities as a primary use in the GEMU district and will advance an orderly and efficient transition from rural to urban and better*

*accommodate urban populations and employment through water supply diversification and improved resiliency. Therefore, the proposed amendments are consistent with Statewide Planning Goal 14.”*

Finding 45: 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 Employment Mixed 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 Glenwood Refinement Plan text amendments do 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: *“Goal 15 aims to protect, conserve, enhance, and maintain the natural scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River known as the Willamette River Greenway. The site is located within the Willamette River Greenway, and all protection, conservation, and enhancement measures as referenced under Goal 5 are incorporated by reference herein. Following approval of the proposed amendments, Discretionary Use, Site Plan Review and other associated site-specific land use applications, including Willamette Greenway Overlay District are required for the project. Therefore, the proposed amendments are in compliance with Statewide Planning Goal 15.”*

Finding 46: 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. Subarea D of the *Glenwood Refinement Plan*, which includes areas with Employment Mixed Use zoning, is specific to the Glenwood area of Springfield and portions are within the adopted Willamette River Greenway Boundary area. However, the proposed Refinement Plan text amendments do not change the requirement for compliance with the Willamette River Greenway Overlay District provisions which are adopted as SDC 3.3.300. Therefore, although this goal is applicable the 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**

Applicant’s Findings: *“There are no estuarine, coastal, ocean, or beach and dune resources on the subject property or otherwise affected by the proposed amendments and zone change. Therefore, Statewide Planning Goals 16 through 19 do not apply. The preceding findings demonstrate that the proposed amendments are consistent with all relevant Statewide Planning Goals.”*

Finding 47: 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 48: The proposed Refinement Plan text amendments affect Subarea D and the entire Glenwood Employment Mixed Use 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 49: The Lane County Planning Commission conducted an initial review and public hearing for the proposed Refinement Plan text amendments in a joint meeting with the Springfield Planning Commission on March 17, 2026.

Finding 50: The proposed *Glenwood Refinement Plan* text amendments were presented to the Lane County Board of Commissioners for a first reading at the regular meeting on April 28, 2026.

Finding 51: The Springfield City Council and the Lane County Board of Commissioners will be conducting a public hearing for the proposed Refinement Plan text amendments in a joint meeting on May 18, 2026. At the conclusion of the public hearing, the Springfield City Council and the Lane County Board of Commissioners will be in a position to adopt, modify or not adopt the proposed Refinement Plan text amendments.

Conclusion: The proposed *Glenwood Refinement Plan* text amendments public hearing schedule and adoption process anticipates joint review with the Lane County Planning Commission and co-adoption by the Lane County Board of Commissioners. Therefore, this criterion is met.

**Conclusion**

The applicant's submitted narrative and findings of fact are incorporated herein by reference and are adopted as findings and conclusions herein. Based on the findings and conclusions herein, the proposed *Glenwood Refinement Plan* text amendments comply with the criteria found in SDC 5.6.115.

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

**Meeting Date:** May 18, 2026

**File Number:** 811-25-000061-TYP4

**Applicant:** Laura Farthing, EWEB

**Request**

The City has received an application for a text amendment to the Springfield Development Code (SDC). Over the past several years, the City has seen an increasing number of Development Code text amendments primarily in response to changes in state law and housing mandates, Council initiatives, and an evolving regulatory environment. More recently, requested SDC amendments have been initiated by private property owners or public agencies. In accordance with SDC 5.6.105(B), proposals for amending the Development Code text may be initiated by a citizen (in this case, a public agency and 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 requested text amendments affect the Glenwood Riverfront Mixed Use Plan District, which applies to properties both inside and outside the City limits. For this reason, co-adoption by Lane County is necessary.

The proposed Development Code text amendments specifically affect the Glenwood Riverfront Mixed Use Plan District. The proposed amendments would add “high impact public utility facilities” to the list of uses within the Glenwood Riverfront Mixed Use Plan District and specify that high impact public utility facilities are allowable as a primary use in the Employment Mixed Use district only. Currently, only low impact public facilities are a listed use under the “*Public Utilities and Other Public Uses*” subsection of SDC 3.4.250.

The application was submitted on March 21, 2025 and deemed complete on April 8, 2025. The applicant suspended review of the Development Code text amendments so the companion Refinement Plan amendments (File 811-25-000062-TYP4) were held in abeyance. The applicant subsequently submitted additional information and findings in support of both applications and the plan amendment process was resumed effective December 29, 2025. The joint Planning Commission public hearing on the proposed Development Code text amendments was held on March 17, 2026 and a recommendation of support for the proposal was unanimously adopted by the Springfield Planning Commission (Attachment 3). Staff has prepared a legislative version of the requested *Springfield Development Code* text amendments based on the applicant’s submittal (Attachment 2, Exhibit B).

**Background**

The applicant owns vacant property on the southern edge of Glenwood between the Willamette River and I-5. The applicant is proposing to construct a raw water intake on the Willamette River and a pump station just to the east of Franklin Boulevard. The pump station would deliver water to a new treatment plant on the west side of Franklin Boulevard adjacent to I-5. Treated, potable water would be delivered to the City of Eugene’s water system via pipelines extending northwestward from the treatment plant. The size, operational characteristics and output capacity of the proposed water treatment plant places it within the high impact public utility facilities category as defined by SDC 6.1.110. The applicant proposes to amend the Development Code to reinstate the use of “high impact public utility facilities” within the Glenwood

Riverfront Mixed Use Plan District because it was eliminated with adoption of the 2014 *Glenwood Refinement Plan* and associated Development Code amendments. Because the proposed amendments would affect all existing and future properties in Glenwood with Employment Mixed Use zoning 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 June 23, 2025 in anticipation of joint public hearings in Fall 2025. Because the joint public hearings were delayed until Spring 2026, the City sent a revised Notice of Proposed Amendment to the DLCD on February 18, 2026.

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. Consistent with the requirements of SDC 5.1.615, notification of the May 18, 2026 joint Springfield City Council and Lane County Board of Commissioners public hearing was published in *The Chronicle* newspaper on May 7, 2026. Staff also posted notices of the May 18, 2026 joint Springfield City Council and Lane County Board of Commissioners 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.

Because the proposed Development Code text amendments are not site-specific, a notice posted on site was not required.

### **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 Metro Plan***

*Springfield has previously adopted the following elements of its Comprehensive Plan:*

- *Land Use*
- *Economic*
- *Residential Land Use and Housing*
- *Recreation*
- *Transportation*
- *Urbanization*

*The Economic and Urbanization elements supplant the Economic and Urban and Urbanizable Elements of the Metro Plan. The goals, policies, and implementation actions in the Springfield Residential Land and Housing Element are consistent and carry out the Residential Land Use and Housing Element. The policies in the Residential Land Use and Housing Element of the Springfield Comprehensive Plan supplement, refine, and support the Residential Land Use and Housing policies of the Metro Plan but do not replace those policies. The Recreation Element of the Springfield Comprehensive Plan is the Willamalane Park and Recreation Comprehensive Plan. The Transportation Element of the Springfield Comprehensive Plan is the Springfield 2035 Transportation System Plan. These Metro Plan elements do not apply to the proposed amendments. All other Metro Plan elements and policies were evaluated concerning their applicability to the application, and none were determined to be applicable to the request.*

***Springfield Comprehensive Plan***

*All elements and policies of the Springfield Comprehensive Plan were assessed for their relevance to the application, and all applicable policies are addressed below.*

*Land Use*

*The proposed amendments permit high impact public utility facilities in the Glenwood Employment Mixed Use (GEMU) district (Subarea D of the Glenwood Refinement Plan), which implements one of the mixed use categories in the commercial designation. This category includes areas where more than one use may be appropriate, usually as determined by refinement plans. The proposed amendments modify the Springfield Development Code and Glenwood Refinement Plan for consistency. As such, the proposed amendments comply with the Land Use Element of the Springfield Comprehensive Plan, and no policies are relevant to the request.*

*Economic*

*Goal EG-1 Broaden, improve and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield's natural heritage.*

*Policy E.4 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 amendments apply to Subarea D of the Glenwood Refinement Plan (GRP), adopted by the City and Lane County as a neighborhood refinement to the Metro Plan in 2012. Subsequently, the Glenwood Riverfront Mixed-Use Plan District was incorporated into the Springfield Development Code as SDC 3.4-200. While the GRP and Code allow certain 'low impact public utility facilities,' there is no provision for 'high impact public utility facilities' within the Glenwood Employment Mixed Use (GEMU) zoning district. SDC 6.1-110 defines 'high impact public utility facilities' as including the size and type of water treatment facilities proposed by EWEB, with the exception of the water intake facility. The GRP text does not anticipate the size and type of water facilities proposed by EWEB.*

*The proposed project requires an amendment to SDC 3.4.250 Schedule of Use Categories to permit high impact public utility facilities in the Employment Mixed Use zoning district, as noted in Chart 1 and incorporated by reference herein. Through these amendments and the development of an intake facility, water treatment and filtration facility, transmission piping to connect the new facilities to the existing water system, and associated infrastructure, EWEB is ensuring economic and environmental resiliency for the City of Springfield and its neighbors.*

*EWEB, RWD, and SUB have an intergovernmental agreement for their shared water system interties (pipeline connections between the utilities) (Exhibit F). The agreement conveys that the reliability of water systems is enhanced by intertie facilities, which enable the exchange of water between utility systems. The parties to the agreement acknowledge that 'during times of potential or actual water shortages, prudent water utility operations and public health interests call for the utilities to share the burdens and benefits of a unified and coordinated approach to remedy water supply shortages.' The agreement also compels the parties to fund, construct, and maintain intertie facilities that permit the exchange of water. The planned project, once operational, will further the interests of the parties and the resilience of the system by providing an additional water source for the intertie system.*

*EWEB has four intertie locations spread around SUB and EWEB's distribution system at 31<sup>st</sup> St., 5<sup>th</sup> St., Game Farm Rd., and Henderson. The interties offer limited usefulness without modern redundant plants. EWEB is currently working with SUB to evaluate potential opportunities to harden and improve the interties.*

*Currently, EWEB's only source of drinking water is the McKenzie River, with an intake and treatment facility near Hayden Bridge. A single potable water source poses significant risks to EWEB residential, business, and institutional water consumers from service disruptions caused by equipment failure, hazardous spills in the river, or natural disasters. EWEB proposes developing its existing water right to surface water on the Willamette River below the confluence of the Middle and Coast Forks to diversify its water supply and improve resiliency. This criterion is satisfied.*

*Goal EG-5a Champion businesses and entrepreneurs that promote a healthy, safe, and clean community while enhancing, protecting, and making wise use of our natural resources.*

*Policy E.26 Develop and apply new development standards to lands added to the Springfield UGB prior to annexation and development to ensure that new development contributes to a*

*healthy, safe, and clean community while enhancing, protecting and making wise use of natural resources.*

*As noted above, the requested amendments and resulting planned project ensure economic and environmental resiliency for the City of Springfield and its neighbors. EWEB's only source of drinking water is the McKenzie River. A single potable water source poses significant risks to EWEB residential, business, and institutional water consumers from service disruptions caused by equipment failure, hazardous spills in the river, or natural disasters. By developing their existing water right to surface water on the Willamette River below the confluence of the Middle and Coast Forks to diversify their water supply and improve resiliency, the applicant and the proposed project are committed to contributing to a safe community while making wise use of natural resources. This criterion is satisfied.*

### ***Eugene-Springfield Public Facilities and Services Plan***

*The 2001 Eugene-Springfield Public Facilities and Services Plan (PFSP) is the locally adopted plan. All PFSP elements and policies were evaluated for their applicability, and all relevant policies are addressed below.*

#### ***Chapter III-G. Public Facilities and Services Element***

*G.1 Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-B, relevant policies in this chapter, and other Metro Plan policies.*

*The Metro Plan includes water service as a minimum level provision in the definition for key urban services and facilities. The proposed amendments permit high impact public utility facilities, including water treatment plants, as a primary use in the GEMU district and advance the capacity of water service providers to construct public facilities that support minimum level needs.*

*G.2 Use the Planned Facilities Maps of the Public Facilities and Services Plan to guide the general location of water, wastewater, stormwater, and electrical projects in the metropolitan area. Use local facility master plans, refinement plans, and ordinances as the guide for detailed planning and project implementation.*

*G.3 Modifications and additions to or deletions from the project lists in the Public Facilities and Services Plan for water, wastewater, and stormwater public facility projects or significant changes to project location, from that described in the Public Facilities and Services Plan maps 1, 2 and 3, require amending the Public Facilities and Services Plan and the Metro Plan, except for the following:*

*a. Modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity or other general characteristic of the project.*

*b. Technical and environmental modifications to a public facility which are made pursuant to final engineering on a project.*

- c. *Modifications to a public facility project which are made pursuant to findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the National Environmental Policy Act of 1969 or any federal or State of Oregon agency project development regulations consistent with that act and its regulations.*

*The City of Eugene and the City of Springfield are planning to amend the regional PFSP to establish separate public facilities plans. The City of Eugene has provided a memorandum (Exhibit E - Eugene Public Facilities Plan Memorandum) confirming that EWEB's WWTP planned project will be included in the City of Eugene's Public Facilities Plan.*

- G.4 *The cities and Lane County shall coordinate with EWEB, SUB, and special service districts operating in the metropolitan area to provide the opportunity to review and comment on proposed public facilities, plans, programs, and public improvement projects or changes thereto that may affect one another's area of responsibility.*

*The applicant is coordinating with the City of Eugene regarding the planned project, as evidenced by the memorandum (Exhibit E - Eugene Public Facilities Plan Memorandum). The proposed amendments are subject to review and approval by the City of Springfield and Lane County. In that respect, the proposed amendments are consistent with this policy and do not impact the abilities of the cities and Lane County to coordinate future changes.*

- G.5 *The cities shall continue joint planning coordination with major institutions, such as universities and hospitals, due to their relatively large impact on local facilities and services.*

*The applicant has coordinated extensively with major institutions, including but not limited to the University of Oregon, Lane Community College, PeaceHealth, and McKenzie Willamette, regarding the planned project and their efforts to diversify their water supply and improve resiliency, which will benefit the institutions in the event of a natural disaster that impacts the McKenzie River water source.*

- G.33 *Changes to Public Facilities and Services Plan project phasing schedules or anticipated costs and financing shall be made in accordance with budgeting and capital improvement program procedures of the affected jurisdiction(s).*

*As noted, the City of Eugene has provided a memorandum (Exhibit E - Eugene Public Facilities Plan Memorandum) confirming that EWEB's WWTP planned project will be included in the City of Eugene's Public Facilities Plan. EWEB is in the process of completing a 2025 update to the WSMP. The Willamette Water Treatment Plant project is designated in EWEB's WSMP. Prior to the project-specific land use review, EWEB will amend its adopted WSMP to include the planned project. These efforts will ensure that future amendments to the PFSP accurately reflect budgeting and capital improvement expenditures.*

- G.39 *The cities and Lane County will continue to cooperate in developing assessment practices for inter-jurisdictional projects that provide for equitable treatment of properties, regardless of jurisdiction.*

*As noted, EWEB, Rainbow Water District, and Springfield Utility Board have an intergovernmental agreement for water system interties (Exhibit F). The proposed amendments will further the interests of the parties and the resilience of the system by providing for additional water sources for the exchange system. This application is subject to review by the City of Springfield and Lane County, and the applicant has coordinated extensively with the City of Eugene. Approval of the proposed amendments will advance the equitable treatment of properties through water supply diversification and improved resiliency. The preceding findings demonstrate that approval of the amendments, and specifically permitting high impact public utility facilities as primary uses in the GEMU district, is consistent with relevant PFSP policies.*

### ***Glenwood Refinement Plan***

*The proposed amendments apply to Subarea D of the Glenwood Refinement Plan (GRP), adopted by the City and Lane County as a neighborhood refinement to the Metro Plan in 2012. Subsequently, the Glenwood Riverfront Mixed-Use Plan District was incorporated into the Springfield Development Code as SDC 3.4-200.*

*While the GRP and Code allow certain ‘low impact public utility facilities,’ there is no provision for ‘high impact public utility facilities’ within the Glenwood Employment Mixed Use (GEMU) zoning district. The proposed water treatment and filtration facility is considered a high-impact public utility facility. The GRP text does not anticipate the size and type of water facilities proposed by EWEB. Therefore, amendments to certain GRP text and to the table for allowed uses in the SDC for the Glenwood Plan District are required for the planned project.*

*The GRP comprises the following elements:*

- *Land Use and Built Form*
- *Transportation*
- *Open Space*
- *Housing and Economic Development*
- *Public Facilities and Services*
- *Financing Public Infrastructure*
- *Urban Transition and Annexation*
- *Historic and Cultural Resources*

*All GRP elements and policies were evaluated regarding their applicability to the application, and all relevant policies that apply to the request are addressed below.*

#### *Land Use and Built Form*

- *Designate and zone land that meets the fundamental characteristics of the Mixed Use and Nodal Development Area designations, as defined in the Springfield Comprehensive Plan, and Multimodal Mixed-Use Areas (MMA), as defined in OAR 660-012-0060.*

*The amendments apply to Subarea D of the Glenwood Refinement Plan (GRP), adopted by the City and Lane County as a neighborhood refinement to the Metro Plan in 2012. Subsequently, the Glenwood Riverfront Mixed-Use Plan District was incorporated into the Springfield Development Code as SDC 3.4-200. While the GRP and Code allow certain “low impact public utility facilities,”*

*there is no provision for “high impact public utility facilities” within the Glenwood Employment Mixed Use (GEMU) zoning district. SDC 6.1-110 defines “high impact public utility facilities” as including the size and type of water treatment facilities proposed by EWEB, with the exception of the water intake facility. The GRP text does not anticipate the size and type of water facilities proposed by EWEB. Therefore, amendments to GRP text and the table for allowed uses in the code for the Glenwood Plan District are required for the project. These proposed changes are summarized in Chart 2 incorporated by reference herein. No changes to the fundamental characteristics of what comprise the Mixed Use Development Area designation is proposed. As such, this criterion is satisfied.*

### Transportation

*All transportation elements and policies of the GRP were evaluated concerning their applicability to the application, and none were determined to be applicable to the request. The Transportation Element of the Springfield Comprehensive Plan is the Springfield 2035 Transportation System Plan, and was evaluated for consistency with the request. The proposed amendments and subsequent development will not interfere with any planned changes to McVay Highway. The applicant will construct entrance enhancement improvements, including gated access and lighting, at the entrance to the facility. Therefore, this criterion is satisfied.*

### Open Space

- *Restore, enhance, and protect the riverbank and riparian and wetland areas.*
- *Integrate natural resources, urban interface/ built environment, and water resources management.*
- *Restore, enhance, and protect the riverbank and riparian and wetland areas from encroachment and impact to their riverine flood control functionality during development or redevelopment.*
- *Protect hillsides, as defined in the Springfield Development Code, from degradation during development.*
- *Ensure adequate Stormwater Quality Management planning, emphasizing the natural hydrologic processes that minimize negative impacts on water quality, flow volumes, duration, and quantity resulting from development and redevelopment.*

*All open space elements and policies of the GRP were evaluated concerning their applicability to the application. All restoration, enhancement, and protection plans and practices for this project are outlined below under Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces: To protect natural resources and conserve scenic and historic areas and open spaces and in Exhibit C.*

*The Recreation Element of the Springfield Comprehensive Plan is the Willamalane Park and Recreation Comprehensive Plan. This plan was evaluated for consistency with the request. The proposed amendments and subsequent development is designed and sited to accommodate planned projects, specifically the Glenwood Riverfront Multi-Use Path West (N18). As such, this criterion is satisfied.*

### Housing and Economic Development

- *Maximize public investments in planned land uses to enhance the Glenwood Riverfront's long-term economic future.*
- *Link certain public improvements to adjust to the shifts from rural-like and separated industrial uses to urban mixed-use development.*

*As noted above, the requested amendments and resulting development ensure economic and environmental resiliency for the City of Springfield and its neighbors. EWEB's only source of drinking water is the McKenzie River. A single potable water source poses significant risks to EWEB residential, business, and institutional water consumers from service disruptions caused by equipment failure, hazardous spills in the river, or natural disasters. By developing their existing water right to surface water on the Willamette River below the confluence of the Middle and Coast Forks to diversify their water supply and improve resiliency, the applicant and the proposed project are committed to contributing to a safe community while making wise use of natural resources. This criterion is satisfied.*

### Public Facilities and Services

- *Allow the use of public infrastructure (if available for overflow capacity), where necessary.*
- *Provide water service either directly or by contract.*
- *Coordinate with SUB to develop criteria for locating and obscuring water facilities that consider visual, auditory, health and environmental impacts; pedestrian mobility; operational ease; and initial costs and maintenance costs in association with proposed development in the Glenwood Riverfront.*
- *Consider views, visual pollution, and pedestrian mobility in locating and obscuring water meters, backflow prevention devices, and other above-grade water apparatus.*

*The amendments apply to Subarea D of the Glenwood Refinement Plan (GRP), adopted by the City and Lane County as a neighborhood refinement to the Metro Plan in 2012. Subsequently, the Glenwood Riverfront Mixed-Use Plan District was incorporated into the Springfield Development Code as SDC 3.4-200. While the GRP and Code allow certain 'low impact public utility facilities,' there is no provision for 'high impact public utility facilities' within the Glenwood Employment Mixed Use (GEMU) zoning district. SDC 6.1-110 defines 'high impact public utility facilities' as including the size and type of water treatment facilities proposed by EWEB, except for the water intake facility. The GRP text does not anticipate the size and type of water facilities proposed by EWEB. Therefore, amendments to GRP text and the table for allowed uses in the code for the Glenwood Plan District are required for the project. These proposed changes are summarized in Chart 2 incorporated by reference herein. As noted, the provision of a secondary water source will enhance the efficiency, resiliency, and safety of water service for Springfield and beyond. Site Plan Review and other associated site-specific land use applications (i.e., Willamette Greenway Overlay District, Floodplain Development Overlay, and Hillside Development Overlay District) are required for the project and will address views, visual pollution, and pedestrian mobility in locating and obscuring water meters, backflow prevention devices, and other above-grade water apparatus. Therefore, this criterion is satisfied.*

*The preceding findings demonstrate that the proposal is consistent with applicable policies in the Metro Plan, Springfield Comprehensive Plan, and Glenwood Refinement Plan. This criterion is satisfied.”*

Finding 1: The *Springfield Comprehensive Plan* has effectively replaced and superseded the *Metro Plan* provisions for all elements with the notable exception of Residential Land and Housing. The *Public Facilities and Services Plan* – a refinement plan to the *Metro Plan* – is another senior document that provides for short- and long-term planning guidance for key urban services and facilities including stormwater, wastewater, electricity and potable water.

Finding 2: The various elements of the City’s adopted Comprehensive Plan identify utilities as key services for urbanization and development but there are no specific policies that preclude locating a high impact public utility facility in Glenwood. The proposal is also consistent with a tangentially-related objective of the adopted *Urbanization Element* of the *Springfield Comprehensive Plan* to “increase Springfield's capability to respond to natural hazard impacts and to enhance public safety, health and robustness of the economy and natural environment.” Implementation Strategy 51 of the *Urbanization Element* states that Springfield should “grow and develop the City in ways that will to [sic] ensure the stability of Springfield' s public drinking water supply to meet current and future needs.”

Finding 3: The proposed Development Code amendments would facilitate construction of a new water treatment plant in Glenwood that is intended primarily for residential, commercial and industrial customers in Eugene. However, both EWEB and the Springfield Utility Board (SUB) have been coordinating the location and installation of water system interties to provide redundancy of service to both communities in the event of a hazardous materials spill, unexpected system shutdown or natural disaster. The applicant has provided a copy of an executed Intergovernmental Agreement (IGA) between EWEB, Springfield Utility Board (SUB) and Rainbow Water District for the reciprocal use of potable water for overall community protection (Attachment 6). Both EWEB and SUB Water have cited resiliency of the drinking water system as a key factor in planning for and designing new water sources and system interties that can serve both Eugene and Springfield customers.

Finding 4: The currently adopted *Public Facilities and Services Plan* does not contemplate a proposed water treatment plant in Glenwood nor have any Plan amendments been adopted that would facilitate this type of water system project. However, there are provisions within the Springfield Development Code (SDC) 4.7.160 that allow for high impact public utility facilities not shown on the adopted Public Facilities and Services Plan to be approved through a Type 3 Discretionary Use Permit process. Therefore, the absence of a specific project in the adopted Public Facilities and Services Plan does not preclude adoption of more general, enabling language in the Development Code for “high impact public facilities” within the Employment Mixed Use district

Finding 5: The applicant is proposing amendments to the adopted 2014 *Glenwood Refinement Plan* and these have been advanced under separate cover (File 811-25-000062-TYP4). The proposed amendments to the neighborhood Refinement Plan include insertion of text for high impact public utility facility uses in paragraphs describing the types of uses in the Employment Mixed Use District. Additionally, the applicant is proposing to provide clarifying language in the subsection describing allowable uses in the Subarea D region, which includes the extreme southern end of Glenwood adjacent to I-5. This is the geographical area that is proposed for the high impact public utility facility use – specifically a water treatment plant.

Finding 6: The applicant is proposing to amend the 2014 *Glenwood Refinement Plan* to identify the type of high impact public utility facility proposed for the area, including an overview of the project scope and capacity. Paragraphs that identify the need to minimize visual impacts and accommodate future riverside pathways are also proposed in the Refinement Plan subsection outlining utility systems, capacity and placement. The proposed text amendments to the *Glenwood Refinement Plan* are intended to provide the background, rationale and context for the more specific and succinct Development Code amendments proposed herein.

Finding 7: Adoption of the proposed *Glenwood Refinement Plan* text amendments (File 811-25-000062-TYP4) is a necessary precursor to the proposed Development Code text amendments evaluated here. The Refinement Plan text amendments must be adopted prior to or concurrently with the proposed Development Code text amendments for the overall Objectives, Policies, Implementation Strategies and specific regulatory provisions to be established for high impact public utility facilities within the Employment Mixed Use zone of the Glenwood Riverfront Mixed Use Plan District. To meet this criterion of approval, a recommended condition of prior or concurrent adoption of the *Glenwood Refinement Plan* text amendments (File 811-25-000062-TYP4) is included herein.

#### **RECOMMENDED CONDITION OF APPROVAL:**

**Prior to or concurrent with adopting text amendments to SDC 3.4.245 and 3.4.250 as described in File 811-25-000061-TYP4, enabling amendments to the 2014 *Glenwood Refinement Plan* as described in File 811-25-000062-TYP4 and set forth in Attachment 2, Exhibit A must be adopted.**

Finding 8: The applicant's submitted narrative and supporting exhibits (Attachment 4) 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, as recommended herein this criterion is met.

#### **(2) Conformance to Applicable State statutes; and**

Applicant's Finding: *"The discussion and findings in the preceding section of this application demonstrate that the proposed amendments are consistent with the Springfield Comprehensive Plan and the Metro Plan. The following section includes a discussion and findings demonstrating consistency with applicable Statewide Planning Goals and administrative rules. Since the Metro Plan, the Springfield Comprehensive Plan, the Goals, and the administrative rules all specifically implement the authorizing statutes, this application, therefore, also demonstrates that proposed amendments are consistent with applicable state statutes.."*

Finding 9: 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 10: 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.

Finding 11: Unless otherwise noted in the Planning Commission findings below, the applicant’s findings are incorporated herein as findings of fact in support of the proposed Development Code text amendments.

### **Goal 1 – Citizen Involvement**

Applicant’s Findings: *“The City has acknowledged provisions for citizen involvement that ensure the opportunity for citizens to be involved in all phases of the planning process and that set out requirements for such involvement in compliance with Goal 1 (see OAR 660-015). The proposal does not amend the City’s citizen involvement program, and the process for reviewing the proposal complies with Goal 1 since it complies with, and surpasses the requirements of, the citizen involvement provisions.”*

Finding 12: 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 13: Because the proposed Development Code amendments affect properties that are both inside and outside the City limits, co-adoption by Lane County is required pursuant to SDC 5.6.115(B).

Finding 14: The joint Springfield and Lane County Planning Commission public hearing to consider the proposed amendments was held on March 17, 2026. The public hearing date was advertised in the March 5, 2026 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 joint Planning Commission and Joint Elected Officials public hearings. At the March 17, 2026 public hearing meeting 21 written comments were submitted and one person spoke in support of the proposal at the public hearing meeting. A summary of the written testimony is included as Attachment 6.

Finding 15: The joint Springfield City Council and Lane County Board of Commissioners public hearing to consider the proposed amendments is scheduled for May 18, 2026. The public hearing date was advertised in the May 7, 2026 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.

Finding 16: The application materials for the March 17, 2026 and May 18, 2026 joint public hearing meetings were posted to the Springfield Planning Commission website on February 18, 2026. The public and other interested parties were provided an opportunity to review and comment on the application materials starting on February 18.

Finding 17: In advance of the May 18, 2026 public hearing meeting, the final meeting agenda, Agenda Item Summary (AIS), covering staff report and supporting documents were posted on the City of Springfield website (<https://springfield-or.gov/city/city-council-meetings/>). The public was invited to provide comments by email or through the City's webpage. Additional information was also provided to the public for how to attend the public hearing meeting via online meeting platform or by phone.

Finding 18: At the March 17, 2026 public hearing meeting the Springfield Planning Commission unanimously adopted a final order and recommendation of support for the proposed amendments (Attachment 3).

Conclusion: 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 requires each local government in Oregon to have and follow a comprehensive land use plan and implementing regulations. Cities and counties must build their comprehensive plans on a factual basis and follow their plan when making decisions on appropriate zoning. City and county plans must also be consistent with one another. Goal 2 also emphasizes consistency between the Comprehensive Plan and the implementing zoning and land use regulations. The Glenwood Refinement Plan (GRP) is one of several neighborhood-specific refinement plans that further refine and augment the Springfield Comprehensive Plan and other elements of the Metro Plan. The Springfield Development Code (SDC) serves as the primary tool for implementing GRP policies. The proposed amendments simultaneously amend the SDC and GRP to ensure consistency. The City's land use code specifies the procedure and criteria to be used in considering this proposal, consistent with the City's acknowledged comprehensive plan. This land use application follows specified amendment procedures and fulfills all applicable approval criteria to demonstrate such compliance. The Goal 2 coordination requirement is met when the City engages in an exchange, or invites such an exchange, between the City and any affected governmental unit, and when the City uses the information obtained in the exchange to balance the needs of residents. To comply with the Goal 2 coordination requirement, the City will engage in an exchange about the subject of these plan amendments with all the affected governmental units. The proposed amendments are therefore consistent with Statewide Planning Goal 2."*

Finding 19: 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 June 23, 2025.

Finding 20: 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 21: The proposed text amendments affect the Employment Mixed Use (GEMU) zone of the Glenwood Riverfront Mixed Use Plan District, which is a plan designation and zoning that is applied within the City's Urban Growth Boundary. The GEMU zoning district and associated regulations therefore affect both incorporated and unincorporated properties within Glenwood exclusively. 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 22: 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: *"Pursuant to OAR 660-015-0000(3) agricultural lands do not include lands located within acknowledged urban growth boundaries (UGB). The entirety of Subarea D is located within Springfield's UGB. This Goal is not applicable to the proposal as the subject area and actions do not affect any agricultural plan designation or use. Therefore, this Goal is not relevant, and the proposed amendments do not affect compliance with Statewide Planning Goal 3."*

Finding 23: The proposed Development Code amendments are intended for an urban zoning district that is exclusively within the City's UGB and therefore Goal 3 is not applicable to this proposal.

### **Goal 4 – Forest Lands**

Applicant's Findings: *"Pursuant to OAR 660-006-0020, Statewide Planning Goal 4 is not applicable within UGBs. The entirety of Subarea D is located within Springfield's UGB. This Goal is not applicable to the proposal as the subject area, and actions do not affect any forest plan designations or use. There are no forest lands related to the proposed amendments. Therefore, this Goal is not relevant, and the proposed amendments do not affect compliance with Statewide Planning Goal 4."*

Finding 24: The proposed Development Code amendments are intended for an urban zoning district that is exclusively within the City's UGB and therefore Goal 4 is not applicable to this proposal.

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

*Applicant's Findings: "The proposed amendments do not create or amend a Goal 5 resource list, do not amend a plan or code provision adopted to protect a significant Goal 5 resource or to address specific requirements of Goal 5, and do not amend the acknowledged UGB. The amendments maintain established protection measures for inventoried Goal 5 resources within and adjacent to areas where areas where [sic] high impact public utility facilities may be permitted. Therefore, the proposed amendments are consistent with Statewide Planning Goal 5."*

Finding 25: 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 inherently 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. In the event that a specific project proposal could or would impact Goal 5 resources the applicant would be responsible for obtaining necessary federal, state and/or local permits for such a development. Therefore, Goal 5 is not applicable to this proposal.

Finding 26: The applicant's environmental permitting package (approximately 900 pages) is not included with the City Council packet for the May 18, 2026 meeting because it is voluminous and is not directly applicable to the criteria of approval for Development Code text amendments under SDC 5.6.115. However, the packet was uploaded to the Springfield Planning Commission website (<https://springfielddoregonspeaks.org>) on February 18, 2026 for public, stakeholder and Council information.

### **Goal 6 – Air, Water and Land Resources Quality**

*Applicant's Findings: "Goal 6 instructs local governments to consider protecting air, water and land resources from pollution and pollutants when developing comprehensive plans. The pollutants addressed in Goal 6 include solid waste, water waste, noise and thermal pollution, air pollution, and industry-related contaminants. The goal asks cities and counties to designate areas suitable for pollution control. It calls on them to use a variety of market, zoning and management tools to create these outcomes. At a federal level, the elements within Goal 6 correspond broadly to the Clean Air Act and Clean Water Act. At a state level, Goal 6 covers many areas regulated by the Oregon Department of Environmental Quality (DEQ) through its permitting actions. DEQ ensures its permitting decisions comply with the plan and zoning regulations of the affected local government and coordinates with DLCD and other agencies to be sure that city and county plans comply with state and federal laws. The proposed amendments do not change the level of protection afforded in local regulations for air and water quality, or land resources. Future development of the site will be required to comply with applicable environmental laws, and to the extent that future development may create additional impacts to air, water, or land resources, state and local permitting processes will ensure that discharges do not exceed allowable standards. Additionally, future development will be required to adhere to existing policies and Best Management Practices (BMP) in the City of Springfield Stormwater Management Plan. Compliance with BMPs will be ensured through the building permit process. The proposed amendments do not negatively affect the environmental factors*

*specified in Goal 6. Therefore, the proposed amendments are consistent with Statewide Planning Goal 6.”*

Finding 27: 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 requires local governments to adopt comprehensive plans to reduce risk to people and property from natural hazards such as floods, landslides, earthquakes, tsunamis, and wildfires. The City protects people and property from natural hazards through various land use and building code requirements. The proposal does not alter these protective provisions, nor does it propose development in areas identified to be unsuitable for development. While the site is located on a hillside, all appropriate protocols for construction are detailed in Exhibit C. Following approval of the requested plan and GRP code amendments, Discretionary Use, Site Plan Review, and other associated site-specific land use applications, including Hillside Development Overlay District, are required for the planned project, and may be applicable to future development of other affected properties. Therefore, the proposed amendments are consistent with Statewide Planning Goal 7.”*

Finding 28: 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 Glenwood Employment Mixed Use District contains mapped 100-year flood hazard areas of the Willamette River and areas with moderately to steeply sloping hillsides. Any future development or redevelopment affecting Glenwood Employment Mixed Use sites may be subject to the provisions of the City’s Floodplain Overlay District (SDC 3.3.400), the Hillside Development Overlay District (SDC 3.3.500) and the Site Plan Review processes described in SDC 5.17.100.

Finding 29: 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 requires local governmental agencies to plan for recreation areas, facilities, and opportunities. This goal ensures the provision of recreational facilities to Oregon residents and is primarily concerned with the provision of those facilities in non-urban areas of the state. EWEB is supportive of Springfield’s plan for a mixed-use path along the McVay Riverfront. EWEB’s preliminary design for the project includes the required setback for future path development. The riparian plantings planned near the new water intake will serve as a nice aesthetic backdrop for the path. Recreation could be further supported by educational signage to increase public awareness of the ecological function of natural resources in the area. The proposal does not involve the siting*

*of destination resorts. Based on these findings, the proposed amendments are consistent with Statewide Planning Goal 8.”*

Finding 30: 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 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 (OAR 660, Division 9) requires cities to evaluate the supply and demand of commercial land relative to community economic objectives and to provide adequate land for economic development and employment growth. Goal 9 is implemented through the Economic Element of the Springfield Comprehensive Plan, which aims to provide sufficient land for economic development and employment growth. It also identifies land use strategies to support industrial and other employment opportunities. Land supply is inventoried and assessed by the Commercial and Industrial Buildable Lands Inventory (CIBL) and Economic Opportunities Analysis (EOA). These tools provide information to support economic development planning and management of commercial and industrial land. They also estimate the land needed to accommodate employment growth from 2010 to 2030. The scope of the amendments is limited and permits high-impact public utility facilities (e.g., facilities constructed and operated by EWEB, SUB, the City of Springfield, and the Rainbow Water District, among others) as a primary use. Specifically, the amendments apply only to the Glenwood Employment Mixed-Use (GEMU) subarea.*

*In accordance with Goal 9, Springfield must identify the number of sites, by type, reasonably expected to be needed to support employment growth over the 20-year planning period. The CIBL and EOA base their estimates on the current distribution of employment in Springfield by building type and size. The CIBL and EOA forecast that Springfield will need 273 sites to accommodate projected employment growth, with 80% of these sites being smaller than two acres. The CIBL inventory identifies lands within the Springfield UGB that are suitable for development and can support employment growth, categorizing each tax lot as either vacant land, developed land, or potentially redevelopable land. It also highlights the following types of constraints, which are factors that prevent land development or reduce its desirability: absolute development constraints and partial development constraints. This application includes an analysis of land included in the CIBL inventory and within the GEMU subarea (see Exhibit D CIBL in GEMU Analysis Map). In total, there are 33.15 acres of publicly owned land within the GEMU subarea, of which 4.11 acres are identified as vacant land. However, the CIBL notes, under the definition for ‘Developed Land’, that public lands are considered developed. The discrepancy is attributed to the date of the CIBL inventory, 2015, the date of this analysis, 2025, and land identified as ‘developed’ changing ownership to public. The CIBL study further identifies suitable land, which is serviceable land that can be reasonably developed. Within this narrower subset, the amendments affect 7.15 acres of publicly owned land and 0.53 acres of vacant land. The majority of the planned Willamette Water Treatment Plant (WWTP) site, west of McVay Highway, is inventoried as ‘not vacant’. Only 0.53 acres of the site between*

*McVay Highway and the Willamette River is inventoried as 'suitable'. The CIBL estimates that Springfield needs 273 sites greater than one (1) acre in size by 2030 and has a total of 784 vacant and redevelopable sites. One of the key conclusions of the EOA is that Springfield 'will be able to meet all employment land needs on sites five acres and smaller within the existing UGB through redevelopment, infill development, and employment uses on non-employment land.' Another conclusion is that Springfield 'does not have enough sites 5 acres and larger' and 'has a deficit of four sites between 5 and 30 acres in size and three sites larger than 20 acres.' The amendments do not affect Springfield's capacity to meet future commercial and industrial land needs and have no direct impact on the existing supply of employment lands. Therefore, the proposed amendments are consistent with Statewide Planning Goal 9."*

Finding 31: 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 32: The proposed Development Code text amendments do not affect the City's inventory of buildable land but would allow for a new type of high impact utility use to locate within the Employment Mixed Use district. There are already high impact public utility facilities within other zoning districts in Glenwood including an electrical substation and regional wastewater pump station so this type of land use is not without precedent. Additionally, it should be reasonably expected that utility facilities serving Springfield, Glenwood and adjacent areas (including Eugene) will be required to locate in Glenwood as the area continues to redevelop and demand for improved utility services increases.

Finding 33: The applicant has demonstrated in their findings and analysis above that the proposed addition of "high impact public utility facilities" to the list of allowable uses within the GEMU district would apply to a relatively narrow range of existing publicly-owned sites and to properties that are already excluded from the City's inventory of buildable employment sites. The findings conclude that the proposed use should not have an affect on the CIBL or the availability of needed employment sites.

Conclusion: The proposal does not have an impact on the City's CIBL or EOA and would have the effect of allowing for high impact public utility uses to be considered within the Employment Mixed Use zoning district. Should the text amendments be adopted, each high impact public utility use proposed within the GEMU district would be reviewed and approved on its own merit using criteria already adopted into the City's Development Code. Based on the above findings, this proposal is consistent with Goal 9.

## **Goal 10 - Housing**

Applicant's Findings: *"Goal 10 (OAR 660, Division 8) is intended to ensure opportunity for the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries, and to provide greater certainty in the development process so as to reduce housing costs. It requires that sufficient buildable land be designated on the City's comprehensive plan map to satisfy housing needs by type and density range, as determined in the housing needs projection. The amendments do not affect the amount of land designated or zoned for residential use*

*and will have no direct impact on the existing supply of or any existing residentially designated land. Therefore, the amendments are consistent with Statewide Planning Goal 10.”*

Finding 34: 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 35: The proposed legislative amendment to the Development Code does not affect the City’s inventory of residential land nor does it propose to amend a residential zoning district. 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 (OAR 660, Division 11) requires cities and counties to develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. The purpose of the plan is to help assure that urban development in such urban growth boundaries is guided and supported by types and levels of urban facilities and services appropriate for the needs and requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly, and efficient arrangement, as required by Goal 11. Goal 11 guidelines require that public facilities and services be provided at levels necessary and suitable for urban uses. The 2001 Eugene-Springfield Public Facilities and Services Plan (PFSP) is the locally adopted plan that demonstrates compliance with the Goal 11 requirements, and there are no proposed amendments that would affect compliance with Goal 11 or its administrative rules. The City of Eugene and the City of Springfield are planning to amend the regional PFSP to establish separate public facilities plans. The City of Eugene has provided a memorandum (Exhibit E Eugene Public Facilities Plan Memorandum) confirming that EWEB’s planned Willamette Treatment Plant project will be included in the City of Eugene’s Public Facilities Plan. Until the separate public facilities plans are established and adopted, the 2001 PFSP will continue to apply to Springfield, and any future facilities not explicitly included in this application will need to demonstrate consistency with the PFSP through the appropriate process as detailed in PFSP Section IV. Amendments to the Plan and SDC 4.7.160 High Impact Public Facilities. The GRP and supporting findings, including Goal 11 analysis, were adopted by the City of Springfield in 2012 and acknowledged by the Oregon Department of Land Conservation and Development (DLCD) in 2014. All of Glenwood is located within Springfield’s Urban Growth Boundary; some properties, including the proposed site of the EWEB WWTP, have been annexed to Springfield. Prior to the development of any property outside the Springfield city limits, property owners must execute an annexation agreement that stipulates responsibilities for the provision of public services prior to annexation. Upon annexation, public services that are required under Goal 11 can be provided to properties within Glenwood. Regarding Goal 11 compliance, Ordinance No. 6279, which adopted the GRP, found that all of Glenwood complies with Goal 11 because existing public facilities and services either have the capacity to serve future development or because future public facilities can be provided in a timely, orderly, and efficient manner. In total, the proposal affects nine properties and 33.15 acres of publicly owned land, on which high impact public utilities will be permitted after approval of the amendments. These properties are owned by EWEB, the City of Springfield, the Oregon Department of Transportation (ODOT), and the Oregon Parks and Recreation Department (OPRD). With the exception of the*

*OPRD-owned property, all affected properties have been annexed to Springfield. The EWEB-owned properties comprise 27.31 of the 33.15 acres affected by the proposed amendments. The EWEB WTTP site was annexed into Springfield by Ordinance No. 6492 on March 3, 2025. Findings for SDC 5.7.140C, included with the Ordinance as Exhibit B, note that '[u]rban utilities including water and exlectricity [sic] are available within the Franklin Boulevard corridor or via connections to adjoining properties. The urban service delivery systems are already available and in place or can be logically extended from points on the periphery \* \* \*.' The following urban utilities, facilities, and services are either available or can be extended in Glenwood:*

*Water: SUB operates the public water utility system within the incorporated areas of Glenwood. SUB Water also operates and maintains the water delivery system in unincorporated areas of Glenwood under contract with the Glenwood Water District.*

*Electricity: SUB owns and operates underground and overhead electrical transmission lines installed along Franklin Boulevard. Additionally, EWEB operates an electrical transmission line that runs from the northern edge of 5120 Franklin Boulevard westward to an intertie point in Tax Lot 300. Both SUB and EWEB electrical facilities are within or adjacent to the affected properties.*

*Police Services: The Springfield Police Department currently provides service to areas of Glenwood that are already within the City limits.*

*Fire and Emergency Services: Fire protection is currently provided to annexed areas by the Eugene-Springfield Fire Department under contract with the Glenwood Water District. Emergency medical transport (ambulance) services are provided on a metro-wide basis by the Eugene-Springfield Fire Department. The three regional ASA providers have adopted mutual aid agreements to provide backup coverage for each other's jurisdictions.*

*Parks and Recreation: Parks and recreation services in the City of Springfield are provided by the Willamalane Park & Recreation District.*

*Library Services: Annexed areas within the City of Springfield are served by the Springfield Public Library.*

*Schools: Both the Eugene 4J School District and the Springfield School District serve Glenwood. Because the affected properties are not zoned for residential use, the development of the affected properties is not expected to generate any population requiring public school services.*

*Sanitary Sewer: The affected properties are proximate to existing public sanitary sewer lines in Newman Street and in the Franklin Boulevard right-of-way north of the railroad bridge. The existing sanitary sewer lines in Newman Street and Franklin Boulevard have been designed and sized to accommodate full buildout of the adjacent Glenwood Employment Mixed Use properties. However, only a fraction of the total development area on both sides of Franklin Boulevard has been developed with employment uses. Existing sewer lines should have sufficient excess capacity to accommodate nonrial [sic] sewage flows from future development.*

*Stormwater: Because all affected properties are undeveloped, they are not currently served by a public stormwater management system. City regulations require stormwater runoff to be managed on-site to the greatest extent possible, including treatment and infiltration. The proposed development will be required to construct and maintain a stormwater management system. Review and approval*

*of the proposed stormwater system will be conducted in conjunction with land use processes for the construction of a public utility installation.*

*Streets: The affected properties are proximate to Franklin Boulevard, which is an urban arterial street. Future development of affected properties will likely take access from Franklin Boulevard. The southern segment of Franklin Boulevard between the Central Oregon Pacific Railroad bridge and the I-5 onramp is not developed to urban standards. It lacks curb, gutter, sidewalk, street trees, continuous street lighting, and piped stormwater facilities. There are no other existing or planned public streets within the subarea. Future development may be responsible for a proportional contribution to frontage improvements along Franklin Boulevard.*

*Solid Waste Management: The City and Sanipac have an exclusive franchise agreement for garbage service within the City limits. For annexed properties, Sanipac provides solid waste disposal service.*

*Communication Facilities: Various providers offer both wired and wireless communication services in the Eugene-Springfield metropolitan area. Existing providers and those entering the market have the capability to provide service to affected properties.*

*Land Use Controls: The affected properties are within Springfield's urban growth boundary. Through an intergovernmental agreement between Lane County and the City of Springfield, the City already has planning and building jurisdiction over the unincorporated areas of Springfield. The City will continue to administer land use controls for the affected properties.*

*The preceding findings demonstrate that the minimum level of key urban services, as outlined in the Springfield Comprehensive Plan and Metro Plan, is available to the affected properties, or that sufficient capacity will exist at the time of development. As previously noted, the proposed amendments permit high impact public utility facilities as a primary use in the GEMU district, which were initially omitted from the adopted schedule of uses. The GEMU district is the appropriate subarea to permit high impact public utility facilities as primary uses in the GRP area, and is the most suitable area to locate such facilities due to the existence of pre-existing high impact public utility facilities within portions of the district and proximity to other industrial uses. The GEMU district allows a range of uses — light manufacturing, software development, data processing services, and recycling facilities — that are comparable to and as intensive users of utility services as a high-impact public utility facility. Following the proposed amendments, the City of Springfield will permit the proposed project through the discretionary use process, which is also the likely approval process for any other high impact public utility facilities proposed on the affected properties. The findings under SDC 5.6.115 addressing the adopted PFSP are incorporated by reference herein. The PFSP notwithstanding, the Oregon Drinking Water Quality Act and OAR Chapter 333, Division 61 require every community water system serving more than 1,000 people to have master plans that evaluate their needs over a 20-year period. The WSMP must be reviewed and approved by the Oregon Health Authority, and implementation must be consistent with OAR 333-061 (Public Drinking Water Systems, Oregon Health Authority), OAR 660-011 (Public Facilities Planning, Department of Land Conservation and Development) and OAR 690-086 (Water Management and Conservation Plans, Water Resources Department). Specific to Eugene-Springfield, both EWEB and SUB have state approved WSMP's. EWEB's WSMP is updated approximately every 10 years and is the basis for the Water Capital Improvements Plan (CIP). EWEB is in the process of completing a 2025 update to the WSMP. The Willamette Treatment Plant project is designated in EWEB's 2015 WSMP with sufficient detail to meet Oregon Health Authority requirements. The upcoming 2025 WSMP update will include*

*more details regarding this project and will be approved in late 2026. Based on the preceding findings, the amendments are consistent with Statewide Planning Goal 11.”*

Finding 36: 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 would facilitate the siting and construction of high impact public utility facilities within the Employment Mixed Use district in Glenwood. The proposed text amendments will not result in permitted uses that would have an adverse effect on the demand for public facilities and services provided to properties within the Glenwood Riverfront Mixed Use Plan District, the Glenwood neighborhood or the City of Springfield overall. The Employment Mixed Use area of Glenwood is already planned for a variety of light manufacturing, office, corporate headquarters, and research and development uses and the public facilities serving this area have been designed accordingly.

Finding 37: 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 subject property was annexed to Springfield in March 2025 with the adoption of Ordinance 6492. City and utility providers typically employ a 20-year development horizon for the Employment Mixed Use district in sizing facilities and infrastructure to serve this area of Glenwood. 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.

Finding 38: Changes to the list of allowable primary uses in the Employment Mixed Use District does not automatically change the serviceability of these properties to be adequately provided with the full suite of urban services and utilities, including police and emergency response. Additionally, 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 specifically allow for high impact public utility facilities as a primary use this proposal aligns with Goal 11 objectives for provision of public facilities and services. The proposed amendments do not appreciably change the types or impacts of allowable uses from what is currently allowed. The urban services and utilities necessary to serve the Glenwood Employment Mixed Use District are already in place and functioning so there is no extensive Goal 11 analysis required for this proposal.

Finding 39: The proposed amendments to the Employment Mixed Use District require any future high impact public utility facilities to demonstrate that sufficient, complementary public facilities and services exist or can be extended in an orderly and efficient manner to allow for their development. Review of available public facilities and services is typically done through the Site Plan Review process for properties already in the City limits.

Finding 40: The applicant has provided a letter from the City of Eugene indicating that the proposed water treatment plant project will be added to the list of Eugene’s water system projects on the adopted Public Facilities and Services Plan (Attachment 4, Exhibit E). The timing of this future PFSP

amendment is not certain but it will be necessary to facilitate construction and operation of a future water treatment plant in Glenwood. Upon adoption of an amending Ordinance adding “high impact public utility facilities” to the GEMU district, the proposal could be advanced through a Discretionary Use permit under the provisions of SDC 4.7.160(A). The applicant then would be responsible for adding the project to the list of major water system improvements in the PFSP through a post-acknowledgment plan amendment (PAPA) process.

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 is implemented through the Transportation Planning Rule (TPR, OAR 660-12). The City of Springfield 2035 Transportation System Plan (2035 TSP) provides the policy framework through which the TPR is enacted at the local level. As previously noted, the proposed amendments permit high impact public utility facilities in the GEMU district. Because the application includes a code amendment, an analysis of the TPR is required to identify and mitigate any impacts to the transportation system that were not accounted for in the existing and projected land use assumptions included in the 2035 TSP and other applicable documents. The applicant completed a TPR analysis (Exhibit G) that assesses the potential for an unforeseen impact on the transportation system from allowing high-impact public utility facilities to be developed as a primary use in the GEMU district. The analysis was conducted in accordance with OAR 6660-012-0060(1) and concludes that the proposed amendments will not result in further degradation of an existing facility and will not result in an identifiable significant affect on existing or planned transportation facilities at the 2035 horizon year. The amendments do not affect the transportation system. Therefore, the amendments are consistent with Statewide Planning Goal 12.”*

Finding 41: 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 primary uses in the Glenwood Employment Mixed Use District.

Finding 42: Utility facilities do not typically generate a high volume of traffic relative to the size of the property and sometimes remain remotely operated (i.e. automated) and unoccupied upon completion. The specific characteristics of a “high impact public utility facility” would be reviewed and approved through a subsequent publicly-noticed discretionary process including but not limited to a Type 3 Discretionary Use Permit and/or a Type 2 Site Plan Review.

Finding 43: The applicant has submitted a Transportation Planning Rule (TPR) analysis performed by a professional Traffic Engineer (Attachment 5). The TPR analysis uses data from the current Institute of Transportation Engineers (ITE) *Trip Generation Manual* demonstrating that a high impact public utility facility (such as a high-capacity water treatment plant, sewer plant or electrical system substation) would have traffic characteristics based primarily on the number of employees stationed at the facility and secondarily on the overall size of the facility. The applicant’s analysis finds that the expected vehicle trips generated by a proposed high impact public utility facility use is much less than the number of trips from a reasonable most-traffic-generative use currently allowed in the GEMU district (in this case a medical office). The applicant’s analysis concludes that the proposed addition

of “high impact public utility facility” to the list of allowable uses in the GEMU district should not have adverse impacts to the local or regional transportation system. For this reason, it is not expected that the newly-generated or added trips from the proposed Development Code text amendment would degrade the performance standards of any nearby public streets or intersections. Furthermore, if a future high impact public utility project were to trigger the requirement for a Traffic Impact Study because the projected numbers of vehicle trips exceeded City threshold numbers listed in SDC 4.2.105(B) it does not necessarily lead to a significant affect on local or regional transportation facilities including streets and intersections.

Finding 44: 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. 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 text 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 45: 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 46: 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.

Conclusion: The applicant’s narrative and findings 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 requires that land and developed land uses shall be managed and controlled to maximize conservation of all forms of energy, based upon sound economic principles. Goal 13 is directed at the development of local energy policies and implementing provisions and does not establish any requirements with respect to other types of land use decisions. To the extent that Goal 13 could be applied to the proposed amendments, the existing and proposed designations are consistent with statewide planning Goal 13. The proposed amendments do not specifically impact local energy conservation policies or implementing provisions, except to encourage resource diversification. Therefore, the proposed amendments are consistent with Statewide Planning Goal 13.”*

Finding 47: 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 high

impact public utility facility development within the Employment Mixed Use 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, industrial and utility building design. The City's conservation measures applicable to storm water management, temporary storage, filtration and discharge would apply to any high impact public utility uses developed within the GEMU zoning district; therefore, this action has no effect on the City's acknowledged compliance with Goal 13.

#### **Goal 14 - Urbanization**

*Applicant's Findings:* "The proposed amendments do not affect the transition from rural to urban land use. The proposed amendments permit high impact public utility facilities as a primary use in the GEMU district and will advance an orderly and efficient transition from rural to urban and better accommodate urban populations and employment through water supply diversification and improved resiliency. Therefore, the proposed amendments are consistent with Statewide Planning Goal 14."

Finding 48: 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 Employment Mixed 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:* "Goal 15 aims to protect, conserve, enhance, and maintain the natural scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River known as the Willamette River Greenway. The site is located within the Willamette River Greenway, and all protection, conservation, and enhancement measures as referenced under Goal 5 are incorporated by reference herein. Following approval of the proposed amendments, Discretionary Use, Site Plan Review and other associated site-specific land use applications, including Willamette Greenway Overlay District are required for the project. Therefore, the proposed amendments are in compliance with Statewide Planning Goal 15."

Finding 49: 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 Employment Mixed Use District is specific to the Glenwood area of Springfield and portions of the zoning district are within the adopted Willamette River Greenway Boundary area. However, the proposed text amendments do not change the requirement for compliance with the Willamette River Greenway Overlay District provisions which are adopted as SDC 3.3.300. Therefore, although this goal is applicable the 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**

Applicant’s Findings: *“There are no estuarine, coastal, ocean, or beach and dune resources on the subject property or otherwise affected by the proposed amendments and zone change. Therefore, Statewide Planning Goals 16 through 19 do not apply. The preceding findings demonstrate that the proposed amendments are consistent with all relevant Statewide Planning Goals.”*

Finding 50: 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 50: The proposed Development Code text amendments affect the entire Glenwood Employment Mixed Use 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 51: The Lane County Planning Commission conducted an initial review and public hearing for the proposed Refinement Plan text amendments in a joint meeting with the Springfield Planning Commission on March 17, 2026.

Finding 52: The proposed Springfield Development Code text amendments were presented to the Lane County Board of Commissioners for a first reading at the regular meeting on April 28, 2026.

Finding 53: The Springfield City Council and the Lane County Board of Commissioners will be conducting a public hearing for the proposed Refinement Plan text amendments in a joint meeting on May 18, 2026. At the conclusion of the public hearing, the Springfield City Council and the Lane County Board of Commissioners will be in a position to adopt, modify or not adopt the proposed Refinement Plan text amendments.

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

## **Conclusion**

The applicant’s submitted narrative and findings of fact are incorporated herein by reference and are adopted as findings and conclusions herein. Based on the findings, recommended condition and conclusions herein, the proposed Development Code text amendments comply with the criteria found in SDC 5.6.115.

## **RECOMMENDED CONDITION OF APPROVAL**

**Prior to or concurrent with adopting text amendments to SDC 3.4.245 and 3.4.250 as described in File 811-25-000061-TYP4, enabling amendments to the 2014 *Glenwood Refinement Plan* as described in File 811-25-000062-TYP4 and set forth in Attachment 2, Exhibit A must be adopted.**