



AGENDA COVER MEMO

Memorandum Date: April 14, 2026
First Reading Date: April 28, 2026
Second Reading/Joint Springfield City Council Public Hearing: May 18, 2026

TO: Board of County Commissioners
DEPARTMENT: Public Works, Land Management Division, Planning Program
PRESENTED BY: Jared Bauder, Senior Planner

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

I. MOTION

1. April 28, 2026 (1st Reading):

MOVE TO APPROVE THE FIRST READING OF ORDINANCE NO. 26-03 AS PRESENTED, AND TO SET THE SECOND READING AND JOINT PUBLIC HEARING FOR MAY 18, 2026 (AT 6 PM DATE AND TIME CERTAIN AT SPRINGFIELD CITY HALL IN A HYBRID MEETING FORMAT).

2. May 18, 2026 (2nd Reading/Joint Springfield City Council Public Hearing):

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

OR

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

OR

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

OR

- 4) MOVE TO NOT APPROVE ORDINANCE 26-03.

II. AGENDA ITEM SUMMARY

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

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

Because the Glenwood Employment Mixed Use District and 2014 Glenwood Refinement Plan apply to properties both inside and outside the City limits, co-adoption by Lane County is necessary. Amendments to the Metro Plan and the City's Development Code must ultimately be reviewed and co-adopted by the Board of Commissioners (the Board) for the regulation of land between Springfield City Limits and the Springfield Urban Growth Boundary (UGB), which are urbanizing areas subject to Lane Code Chapter 10. This proposal is in accordance with the urban transition agreement made between Lane County and the City, which requires joint development and adoption of Metro Plan amendments and land use regulations within the Springfield urbanizing area. Amendments to the City's Development Code must be reviewed and adopted by the Board of Commissioners (the Board) for the regulation of lands between Springfield City Limits and the Springfield Urban Growth Boundary (UGB), which are urbanizing areas subject to Lane Code Chapter 10. This proposal is in accordance with the urban transition agreement made between Lane County and the City, which requires joint development and Lane County adoption of land use regulations within the Springfield urbanizing area.

III. BACKGROUND/IMPLICATIONS OF ACTION

Ordinance No. 26-03
File Nos. 509-PA25-05436
Lane Code Ch. 10 Amendments

Memorandum Date: April 14, 2026
1st Reading: April 28, 2026
2nd Reading and Joint Springfield City Council Public Hearing: May 18, 2026

The Springfield Development Code (SDC) contains the implementing regulations for construction and development of land in Springfield. It was co-adopted in 1986, and since then, the code has been amended over 60 times. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the official long-range general plan (public policy document) of metropolitan Lane County and the cities of Eugene and Springfield. The Metro Plan policies and land use designations apply to areas under the jurisdiction of the Metro Plan. The Metro Plan sets forth general planning policies and land use allocations and serves as the basis for the coordinated development of programs concerning the use and conservation of physical resources, furtherance of assets, and development or redevelopment of the metropolitan area. The dividing line between the two cities is Interstate 5, and the City of Springfield is the Home City for the metro lands east of I-5. The City of Springfield has the responsibility and the authority to administer its land use regulations on urbanizable land within the Springfield UGB. This is provided by the urban transition agreement between the City and Lane County, passed with Ordinance No. 16-86 (**Attachment 2**). Urbanizable lands are those unincorporated lands between the Springfield City Limits and the Springfield UGB.

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

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

A. Policy Issues

The delivery of effective and efficient urban services by the cities within the urbanizable area of the Metro Plan is supported by the urban transition agreement between the County and the metro cities.

The applicable Comprehensive Plan policies are found in the Metro Plan and are addressed in the findings of facts attached to Ordinance 26-03 (**Attachment 1, Exhibit C**). Approval of this Ordinance adopting an amendment to Lane Code Chapter 10 will ensure consistency for the updated land use regulations guiding development in the Springfield urbanizable area.

B. Board Goals

While approval of Ordinance 26-03 will primarily affect the regulation of lands within the Springfield UGB, a portion of Glenwood is outside the UGB and the amendments support the following Lane County Strategic Priorities:

- Safe and Healthy County – 1a. Enhance public safety and resilience by investing in preparedness efforts to reduce harm, ensure there are no interruptions to vital County services, and accelerate recovery from disasters.
- Vibrant Community – 2b. Pursue programs and practices that reduce impacts on and leverage the natural environment to enhance livability and economic development.

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

C. Financial and/or Resource Considerations

No direct financial or resource considerations apply to co-adoption of the development code by Lane County. Co-adoption of a consistent development code for the entire Springfield urbanizable area does eliminate duplication and greatly enhances the efficiency of development permit processing, leading to higher levels of customer satisfaction and more efficient provision of government services.

Health Implications

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

D. Analysis

Ordinance 23-08, to adopt amendments to Lane Code Chapter 10 and incorporate the amendments to the SDC, is provided as **Attachment 1** of this memo. **Attachment 1, Exhibit A** contains the draft City Ordinance that will adopt code revisions to the SDC. The proposed amendments to lane Code 10.600-15 have been included as

Attachment 1-Exhibit B. Findings of consistency with the applicable criteria of the Statewide Planning Goals, and the Springfield Development Code are included as **Attachment 1- Exhibit C** to this memo, the Staff Report and Findings provided by Springfield planning staff. Lane County herein incorporates by reference the findings in the Springfield staff report. The staff responses to the applicable criteria of the Lane Code and the Statewide Planning Goals that are applicable to areas outside the Metro Plan Boundary, that are not covered by the findings in **Attachment 1-Exhibit C**, have been made in this memo below.

Lane Code Criteria:

12.300.015 - Initiation of Metro Plan Amendments.

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

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

12.300.025 - Metro Plan Amendment Approval Process.

A. Referrals and Public Notice.

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

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

12.300.030 - Metro Plan Amendment Criteria.

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

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

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

E. Alternatives/Options

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

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

OR

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

OR

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

OR

4. MOVE TO NOT APPROVE ORDINANCE 26-03.

IV. RECOMMENDATION

Staff recommends **Option 1** above.

V. TIMING/IMPLEMENTATION

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

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

VI. FOLLOW-UP

Notice of Board action will be provided to the City of Springfield and the Department of Land Conservation and Development. Adoption of the Amendments to the SDC and Glenwood Refinement Plan (**Option 1**) will provide consistency between development regulations applicable to properties that lie inside and outside the Springfield City Limits and within the Springfield Urban Growth Boundary, under County/City *Metro Plan* coordination agreements.

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

VII. ATTACHMENTS

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

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 31st St., 5th 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 DLCDC 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 31st St., 5th 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.