Ordinance No. 6361, Exhibit D

Proposed amendments to Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Text

The following amendments to the text of the Metro Plan are necessary to support the Springfield 2030 Comprehensive Plan amendments:

- Amendment to Chapter II, Section G. Metro Plan Land Use Designations to add a new land use designation applicable to Springfield's jurisdictional area of responsibility: Urban Holding Area – Employment.
- 2. Amendment to Chapter II, Section G. Metro Plan Land Use Special Heavy Industrial designation page II-G- 8 to delete a Springfield–specific reference to the Natron site.
- 3. Amendment to Metro Plan Chapter II, Section G, footnotes 11 and 12 to add a reference to the subject UGB amendment ordinance.
- 4. Amendment to Chapter II, Section C Metro Plan Growth Management Goals, Findings, and Policies.
- 5. Amendment to Chapter II, Section E Metro Plan Urban and Urbanizable Land.
- 6. Amendment to Chapter III, Section B Metro Plan Economic Element.
- 7. Amendment to Preface to correct scrivener's error in ordinance numbers at end of preface and adding text to identify significant plan amendments and adopted elements of Springfield's city-specific comprehensive plan.

Summary of Proposed Springfield 2030 Plan Metro Plan Text Amendments

 Amends Chapter II, Section G. Metro Plan Land Use Designations to add a new land use designation applicable to Springfield's jurisdictional area of responsibility: Urban Holding Area – Employment. Inserts the following text on page II-G-9 after Small-scale Light Industry and before Nodal Development Area:

Land Use Designations

Urban Holding Area – Employment (not shown on Metro Plan Diagram)

The Urban Holding Area – Employment (UHA-E) designation identifies urbanizable areas within the Springfield UGB to meet Springfield's long term employment land needs for the 2010-2030 planning period. The UHA-E designation reserves an adequate inventory of employment sites, including sites 20 acres and larger, that are suitable for industrial and commercial mixed use employment uses that generate significant capital investment and job creation within — but not limited to — targeted industry sectors, business clusters and traded-sector industries identified in the most recent Springfield economic opportunities analysis and Springfield Comprehensive Plan Economic Element policies.

Lands designated UHA-E are protected from land division and incompatible interim development to maintain the land's potential for planned urban development until appropriate urban facilities and services are planned or available and annexation to Springfield can occur, as described in the Springfield Comprehensive Plan Urbanization Element. The UHA-E designation remains in effect until the appropriate employment designation is adopted through a City-initiated planning process or an owner-initiated plan amendment process.

2. Amends Chapter II, Section G. Metro Plan Land Use Special Heavy Industrial designation page II-G-8 as follows to delete a Springfield–specific reference to the Natron site:

Two <u>One</u> areas is designated Special Heavy Industrial. Listed below are the names of the two areas and applicable land division standards, use limitations, and annexation and servicing provisions.

Natron Site (south of Springfield)

Wastewater service is not available to this area in the short-term; therefore, industrial firms may be allowed to provide self-contained sewage disposal facilities subject to local, state, and federal environmental standards. Annexation to the city shall be required as a condition of development approval. Land divisions in this area shall be a minimum of 40 acres until annexation to Springfield has been assured. While industrial park development will be encouraged on this site, opportunity for the siting of industries that require large lots, such as 20 acres or more, will be reserved through the conceptual development planning and site review process.

3. Amends Metro Plan Chapter II, Section G, footnotes 11and 12 to add a reference to the subject UGB amendment ordinance:

¹¹ The location of the Springfield UGB is graphically depicted in the Springfield Urban Growth Boundary Map and further described in the table entitled "List of tax lots which are adjacent to and inside, or split by the UGB" and the document entitled "Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary." The table and methodology document were added to the *Metro Plan* in 2011 as part of the adoption of the City of Springfield's city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011; and revised as part of the adoption of the UGB amendment in 2016 (through Springfield Ordinance No. PA 1304, Exhibit C-2.

¹² UGB segments C-P are now specifically identified on the table entitled "List of tax lots which are adjacent to and inside, or split by the UGB" and the document entitled "Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary." The table and methodology document were added to the Metro Plan in 2011 as part of the adoption of the City of Springfield's city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011; and revised as part of the adoption of the UGB amendment in 2016 (through Springfield Ordinance No. 2016) and Lane County Ordinance No. PA 1304, Exhibit C-2.

4. Amends Chapter II, Section C Metro Plan Growth Management Goals, Findings, and Policies to add the following paragraph:

C. Growth Management Goals, Findings, and Policies

Sub-chapter II-C no longer applies to Springfield. In 2016, the City of Springfield and Lane County adopted the Springfield 2030 Comprehensive Plan Urbanization Element, Ordinance No. 6361, and Lane County Ordinance No. PA 1304, as part of Springfield's comprehensive plan in compliance with Statewide Planning Goal 14, Urbanization. The Urbanization Element contains Springfield's city-specific goals, policies, implementation measures and findings to address land needs for the planning period 2010-2030.

5. Amends Chapter II, Section E Metro Plan Urban and Urbanizable Land to add the following paragraph:

E. Urban and Urbanizable Land

Sub-chapter II-E no longer applies to Springfield. In 2016, the City of Springfield and Lane County adopted the Springfield 2030 Comprehensive Plan Urbanization Element, Ordinance No. 6361, Lane County Ordinance No. PA 1304, as part of Springfield's comprehensive plan in compliance with Statewide Planning Goal 14, Urbanization. The Urbanization Element contains Springfield's city-specific goals, policies, implementation measures and findings to address land needs for the planning period 2010-2030.

6. Amends Chapter III, Section B Metro Plan Economic Element to add the following paragraph:

B. Economic Element

Sub-chapter III-B no longer applies to Springfield. In 2016, the City of Springfield and Lane County adopted the Springfield 2030 Comprehensive Plan Economic Element, Ordinance No. 6361, and Lane County Ordinance No. PA 1304, as part of Springfield's comprehensive plan in compliance with Statewide Planning Goal 9, Economic Development. The Economic Element contains city-specific goals, policies, implementation measures and findings to addresses Springfield's land needs for economic development and employment growth for the 2010-2030 planning period.

7. Amends Preface to correct scrivener's error in ordinance numbers at end of preface and adds text to identify significant plan amendments, and adopted elements of Springfield's city-specific comprehensive plan.

Preface

Eugene City Council, Ordinance No.<u>-630420519</u> Springfield City Council, Ordinance No. <u>205196304</u> Lane County Board of Commissioners, Ordinance No. PA 1300

In 2013, Lane County initiated an amendment of the Metro Plan Boundary east of Interstate Highway 5 to make the plan boundary coterminous with the Springfield UGB.

Eugene City Council, Ordinance No. 20511 Springfield City Council, Ordinance No. 6288 Lane County Board of Commissioners, Ordinance No. PA 1281

Springfield's Comprehensive Plan

Springfield has begun a series of Metro Plan amendments to create a city-specific comprehensive plan. In 2011, the City of Springfield and Lane County adopted the Springfield 2030 Residential Land Use and Housing Element and established a separate UGB for Springfield pursuant to ORS 197.304 (Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274) In 2014, the City of Springfield 2035 Transportation System Plan was adopted to serve as Springfield's local Transportation System Plan (Springfield Ordinance No. 6314 and Lane County Ordinance No. PA 1303). In 2016, the Metro Plan was amended to reflect adoption of the Economic and Urbanization Elements and expansion of the Springfield UGB and Metro Plan Boundary to designate land for employment, public facilities, parks and open space, and natural resources (Springfield Ord. 6361 and Lane County Ord. PA 1304). Each city is taking a different approach to, and is on a different time line for, establishing its own UGB, 20-year land supply and city-specific comprehensive land use plans. As this incremental shift occurs, the *Metro Plan* will be amended several times to reflect the evolving extent to which it continues to apply to each jurisdiction. During this transition, the three jurisdictions will also continue to work together on any other *Metro Plan* amendments needed to carry out planning responsibilities that continue to be addressed on a regional basis.

ORS 197.304 allows the cities to adopt local plans that supplant the regional nature of the *Metro Plan* "[n]notwithstanding . . . acknowledged comprehensive plan provisions to the contrary." As these local plans are adopted, Eugene, Springfield and Lane County wish to maintain the *Metro Plan* as a guide that will direct readers to applicable local plan(s) when *Metro Plan* provisions no longer apply to one or more of the jurisdictions. Therefore, when Eugene or Springfield adopts a city-specific plan to independently address a planning responsibility that was previously addressed on a regional basis in the *Metro Plan*, that city will also amend the *Metro Plan* to specify which particular provisions of the *Metro Plan* will cease to apply within that city.² Unless the *Metro Plan* provisions, it may take one of two actions. That city will either amend the *Metro Plan* to specify that the particular provisions also cease to apply within that city or, if the provisions do not apply to rural or urbanizable areas within the *Metro Plan* boundary, to simply delete those particular *Metro Plan* provisions.

To better enable the jurisdictions to amend the *Metro Plan* as required by ORS 197.304, the procedures for amending the *Metro Plan*, provided in Chapter IV, were revised in 2013. The Eugene City Council, the Springfield City Council, and the Lane County Board of Commissioners adopted identical amendments to Chapter IV of the *Metro Plan* on November 18, 2013:

Eugene City Council, Ordinance No. 20519 Springfield City Council, Ordinance No.6304 Lane County Board of Commissioners, Ordinance No. PA 1300

In 2013, Lane County initiated an amendment of the Metro Plan Boundary east of Interstate Highway 5 to make the plan boundary coterminous with the Springfield UGB.

Eugene City Council, Ordinance No. 20511 Springfield City Council, Ordinance No. 6288 Lane County Board of Commissioners, Ordinance No. PA 1281

² As more specifically explained in Chapter IV of the Metro Plan, one city with co-adoption by Lane County may amend the *Metro Plan* to specify which particular *Metro Plan* provisions no longer apply within the unincorporated (urbanizable) portions of its UGB. The other city is not required to co-adopt such a *Metro Plan* amendment. See Chapter IV.

Springfield's Comprehensive Plan

Springfield has begun a series of Metro Plan amendments to create a city-specific comprehensive plan. In 2011, the City of Springfield and Lane County adopted the Springfield 2030 Residential Land Use and Housing Element and established a separate UGB for Springfield pursuant to ORS 197.304 (Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274) In 2014, the City of Springfield 2035 Transportation System Plan was adopted to serve as Springfield's local Transportation System Plan (Springfield Ordinance No. 6314 and Lane County Ordinance No. PA 1303). In 2016, the Metro Plan was amended to reflect adoption of the Economic and Urbanization Elements and expansion of the Springfield UGB and Metro Plan Boundary to designate land for employment, public facilities, parks and open space, and natural resources (Springfield Ord. xxxx and Lane County Ord. PA 1304).

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C. Growth Management Goals, Findings, and Policies

To effectively control the potential for urban sprawl and scattered urbanization, compact growth within the urban growth boundary (UGB) is, and will remain, the primary growth management technique for directing geographic patterns of urbanization in the metropolitan community. In general, this means the filling in of vacant and underutilized lands, as well as redevelopment inside the UGB.

Outward expansion of the UGB will occur only when the home city and Lane County determine such expansion is proven necessary according to state law and applicable *Metro Plan* and city-specific comprehensive plan provisions.

Sub-chapter II-C no longer applies to Springfield. In 2016, the City of Springfield and Lane County adopted the Springfield 2030 Comprehensive Plan Urbanization Element, Ordinance No. XXXX and Lane County Ordinance No. PA 1304, as part of Springfield's comprehensive plan in compliance with Statewide Planning Goal 14, Urbanization. The Urbanization Element contains Springfield's city-specific goals, policies, implementation measures and findings to address land needs for the planning period 2010-2030.

Goals

- 1. Use urban, urbanizable, and rural lands efficiently.
- 2. Encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals.
- 3. Protect rural lands best suited for non-urban uses from incompatible urban encroachment.

Findings and Policies

Findings

- 1. Many metropolitan areas within the United States that have not implemented geographic growth management techniques suffer from scattered or leapfrog urban growth that leaves vacant and underutilized land in its path and encourages isolated residential developments far from metropolitan centers. Until adoption of the *1990 Plan's* urban service area concept, portions of this metropolitan area were characterized by these phenomena.
- 2. Beneficial results of compact urban growth include:
 - a. Use of most vacant leftover parcels where utilities assessed to abutting property owners are already in place.

E. Urban and Urbanizable Land

This section addresses the need to allow for the orderly and economic extension of public services, the need to provide an orderly conversion of urbanizable to urban land, and the need to provide flexibility for market forces to operate in order to maintain affordable housing choices. For the definitions of urban and urbanizable lands, as well as rural lands and the urban growth boundary (UGB) as used in this section, refer to the *Metro Plan* Glossary.

Sub-chapter II-E no longer applies to Springfield. In 2016, the City of Springfield and Lane County adopted the Springfield 2030 Comprehensive Plan Urbanization Element, Ordinance No. XXXX and Lane County Ordinance No. PA 1304, as part of Springfield's comprehensive plan in compliance with Statewide Planning Goal 14, Urbanization. The Urbanization Element contains Springfield's city-specific goals, policies, implementation measures and findings to address land needs for the planning period 2010-2030.

The undeveloped (urbanizable) area within the metropolitan UGB, separating urban and urbanizable land from rural land, was carefully calculated to include an adequate supply to meet demand for a projected population of 286,000 through the end of the planning period (2015). When the metropolitan UGB was established for the 1995-2015 planning period, Lane County, Eugene and Springfield realized, however, that unless the community consciously decided to limit future expansions of the UGB, one of several ways to accommodate growth, that boundary would need to be expanded in future plan updates. The jurisdictions anticipated that before 2015, the metropolitan UGB would include more urbanizable area reflecting metro-wide population and employment needs of populations beyond those in 2015. Periodic updates of land use needs and revision of the metropolitan UGB to reflect extensions of the planning period were expected to ensure that adequate surplus urbanizable land was always available.

With the transition mandated in 2007 by ORS 197.304, the shared metropolitan UGB will be replaced with two separate UGBs (the Eugene UGB and the Springfield UGB). This changed the land use work programs for the three jurisdictions. Evaluation of the sufficiency of the 2015 metropolitan UGB was replaced with an in-depth analysis of each city's independent needs and the supplies of land that exist with respect to the separate areas of jurisdictional responsibility. That process began with the three jurisdictions' adoption of city-specific population forecasts in Chapter I of the *Metro Plan*. In 2011, the City of Springfield, with co-adoption by Lane County, amended the *Metro Plan* to establish its own UGB consistent with ORS 197.304.⁷ The three jurisdictions continue to agree that the key to addressing the needs stated at the beginning of this section is not so much the establishment of a UGB, but maintaining an adequate and reasonable supply of available undeveloped land at any point in time. The "adequate" and "reasonable" tests are the key to the related phasing and surplus land issues.

In order to maintain an "adequate" supply of available surplus land to allow development to occur, annexation must take place in advance of demand in order to allow for the provision of public capital improvements, such as wastewater trunk lines, arterial streets, and water trunk lines. Most capital improvement programs are "middle-range" type plans geared three to six

⁷ Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

for processing, preparing, and storing raw materials, such as timber, agriculture, aggregate, or by-products or waste products from other manufacturing processes.

Land divisions in these areas shall be controlled to protect large parcels (40-acre minimum parcel size). Because city services are not available to these areas in the short-term, terms may be allowed to provide on-site the necessary minimum level of key urban facilities and services subject to standards applied by Lane County and subject to applicable state, federal, and local environmental standards.

This designation accommodates industrial developments that need large parcels, particularly those with rail access. Although a primary purpose of this designation is to provide sites for heavy industries, any industry which meets the applicable siting criteria may make use of this designation.

One area is designated Special Heavy Industrial. Listed below are the applicable land division standards, use limitations, and annexation and servicing provisions.

North of Awbrey Lane (north of Eugene)

The minimum level of key urban facilities and services is available or can be readily available to this area. Annexation shall be assured prior to development. Lane County and the City of Eugene shall cooperate to apply the appropriate industrial zoning specifying the minimum parcel size and setting forth performance standards.

This site was added to the industrial land inventory to provide a large (200+ acre) site for a special heavy industrial park. The minimum parcel size for lots in the industrial park shall be 40 acres. Prior to subdivision, it shall be demonstrated that the comprehensive development plan ensures compatibility among planned uses within the park as well as with adjacent properties and that access to both the Union Pacific and Burlington Northern railroads has been extended into the area or that a surety sufficient to secure such extension has been posted with the city.

The comprehensive development plan shall include the layout of lots, railroad right-ofway, streets, utilities and performance and site development standards. It shall also consider the provisions of a "public team track." The comprehensive development plan shall be designed to protect and enhance the site for special heavy industrial users requiring a campus-like setting and rail access. Uses in this area shall be limited to industries which are rail dependent or require a minimum site of 100 acres.

Small-Scale Light Industry (not shown on *Metro Plan* Diagram)

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This category is characterized by industrial uses that emit no smoke, noise, glare, heat, dust, objectionable odors, or vibrations beyond property boundaries; pursue their activities within buildings; and do not generate a large amount of vehicular trips for employees, customers, or freight movements. Depending on the local situation, in some instances such industrial uses may be incorporated into mixed use areas. To enhance compatibility with adjacent non-

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industrial areas, local governments should apply development standards to specific proposals. Such standards should address building height, setbacks, adequate off-street parking areas, landscaping, and safe and efficient access. The determination of the appropriateness of specific sites and uses or additional development standards is left to the local jurisdictions. Minimum locational standards and site criteria include:

- 1. Access to arterial streets, normally without use of residential streets.
- 2. Up to five acres, with sufficient parking areas and frontage to accommodate structures, parking areas, and access in character with adjacent non-industrial properties.

Urban Holding Area – Employment (not shown on Metro Plan Diagram)

The Urban Holding Area – Employment (UHA-E) designation identifies urbanizable areas within the Springfield UGB to meet Springfield's long term employment land needs for the 2010-2030 planning period. The UHA-E designation reserves an adequate inventory of employment sites, including sites 20 acres and larger, that are suitable for industrial and commercial mixed use employment uses that generate significant capital investment and job creation within — but not limited to — targeted industry sectors, business clusters and traded-sector industries identified in the most recent Springfield economic opportunities analysis and Springfield Comprehensive Plan Economic Element policies.

Lands designated UHA-E are protected from land division and incompatible interim development to maintain the land's potential for planned urban development until appropriate urban facilities and services are planned or available and annexation to Springfield can occur, as described in the Springfield Comprehensive Plan Urbanization Element. The UHA-E designation remains in effect until the appropriate employment designation is adopted through a City-initiated planning process or an owner-initiated plan amendment process.

Nodal Development Area (Node)

Areas identified as nodal development areas in *TransPlan* are considered to have potential for this type of land use pattern. Other areas, not proposed for nodal development in *TransPlan*, may be determined to have potential for nodal development.

Nodal development is a mixed-use pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.

Fundamental characteristics of nodal development require:

- Design elements that support pedestrian environments and encourage transit use, walking and bicycling;
- A transit stop which is within walking distance (generally ¹/₄ mile) of anywhere in the node;

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The compact urban growth and sequential development principles embodied in the *Metro Plan* text and *Metro Plan* Diagram allow for retention of the most productive agricultural lands when balanced with other planning goals.

Factor 7.

"Compatibility of the proposed urban uses with nearby agricultural activities."

Again, the *Metro Plan* Diagram adheres to the compact urban growth form and sequential development. The separation between urban and urbanizable lands and rural lands formed by the UGB creates a sharp distinction between ultimate urban uses and agricultural uses on rural lands.

While urban development may create problems from an agricultural production standpoint, the compact urban growth form is, in many ways, compatible with nearby agricultural activities.

First, as urban densities increase, the close proximity of productive agricultural areas provides the potential to access larger markets for their products, thereby increasing their economic return. Second, close proximity can reduce transportation costs for agricultural products grown near metropolitan population concentrations, enabling local farmers to remain or become competitive with more distant markets. Third, retention of productive agricultural lands immediately adjacent to urban development can provide possible social and psychological benefits to urban residents. Fourth, the compact urban growth form and sequential development avoids the problem of leapfrogging and the problem of surrounding an area of agricultural development with urban areas.

Since the most productive agricultural lands are typified by Class I agricultural soils located in the floodway fringes, the boundary of the floodway fringe often serves as the location of the UGB. When the floodway fringe follows a natural bench or when a road creates a dike which defines the floodway fringe, the boundary between urban uses and agricultural uses may be abrupt. In other instances, the transition from urban to rural is not as easily definable on the ground.

Recognizing inevitable problems for agricultural production and retention of small isolated pockets of agricultural land that are or would be surrounded by urban uses was not considered a high priority in drawing the UGB.

On the east side of Interstate 5, the location of the UGB is either tax lot-specific (coterminous with tax lot boundaries) or specifically identified by a metes and bounds description.¹¹ On the

¹¹ The location of the Springfield UGB is graphically depicted in the Springfield Urban Growth Boundary Map and further described in the table entitled "List of tax lots which are adjacent to and inside, or split by the UGB" and the document entitled "Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary." The table and methodology document were added to the *Metro Plan* in 2011 as part of the adoption of the City of Springfield's city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011; and revised as part of the adoption of the UGB amendment in 2016 (through Springfield Ordinance No. XXXX and Lane County Ordinance No. PA 1304, Exhibit C-2.

Urban Growth Boundary Location Description Keyed to *Metro Plan* Plan Boundaries Map

For up-to-date information regarding the areas west of Interstate 5 where the UGB is tax lotspecific (i.e., where the UGB and city limits are the same, through annexations or to the outside edge of existing rights-of-way), contact the planning offices of the City of Eugene or Lane County. As explained in Chapter II-G, the metropolitan UGB was developed considering the seven factors that were then set out in LCDC Statewide Planning Goal 14: Urbanization. The following matrix outlines key factors that will be considered to determine the location of the metropolitan UGB west of Interstate 5 Highway where it is not tax lot-specific.

Map Key	Protect Agricultural Lands	Protect Forest Lands	Ridgeline (Drainage Basin)	Orderly and Economic Public Services	Floodway Fringe	Protect Wetlands	Protect Sand and Gravel Resources	Airport Protection	Existing Development and Services (City Limits)	Meet Economic Goals	Meet Housing Goals
A-B		•	•	•					•		•
B-C ¹²					•						•
P-Q	•				•	•	٠				•
Q-R	•				•	•	•		•		•
R-S	•			•					•	•	•
S-T	•								•	•	
T-U	•	,								•	
U-V	•							•	•		
V-W	•							•	• •		•
W-X	•							•			•
X-Y	•							•		•	•
Y-Z		•		•							•
Z-A		•		•						•	•

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¹² UGB segments C-P are now specifically identified on the table entitled "List of tax lots which are adjacent to and inside, or split by the UGB" and the document entitled "Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary." The table and methodology document were added to the Metro Plan in 2011 as part of the adoption of the City of Springfield's city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011; and revised as part of the adoption of the UGB amendment in 2016 (through Springfield Ordinance No. XXXX and Lane County Ordinance No. PA 1304, Exhibit C-2.